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APRIL JOURNAL OF SOCIAL WORK 1940

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KATHRYN CLOSE

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So They Say

• As we understand the minutes of the Dies Committee, they are neither flesh, fowl, nor good Red herring.—F.P.A. *in "The Conning Tower."*

• Precedents established by capable hands for desirable purposes are still precedents for incapable hands and undesirable purposes.—*The late* SENATOR BORAH.

• We must not think of dictatorships as mysterious evils that attack certain nations. . . . Think of dictatorships rather as the result of successive refusals to face urgent problems.—W. G. MOORE *in The Listener.*

• Individuals do not grow in power and stature by themselves. They grow through interrelationships with each other, through working together at common problems and to meet common needs.—*Millar's Chicago Letter.*

• It is not subservience to special interest or corrupt politics that most often kill much needed social reforms, but plain lack of understanding on the part of legislators and party leaders who lack background and vision for intelligent voting.—EDWARD CORSI, *deputy commissioner New York City Department of Welfare.*

• The most common of all illiberal fallacies is for members of the dominant group to judge bad specimens of its own group as individuals, while they judge Negroes, Jews, WPA workers and Catholics as groups by the worst specimens they know. So to judge reflects at once upon the judging.—WILLIAM H. KILPATRICK *in The Social Frontier.*

• His household consists of his house and his mother.—*Case Record.*

• It is the few not the many in higher education as in other fields, who lay out the new roads.—JOHN R. TUNIS *in Survey Graphic.*

• American standard of living: Any degree of luxury you can achieve by spending what you make and pledging what you hope to make.—*Editorial, St. Louis Star-Times.*

• Mind is made up of habits, truly; but at the moment of decision it need not be completely at the mercy of the habits of the moment before.—JULIUS SEELYE BIXLER *in "Religion for Free Minds."*

• Pure vice is always too soft to do much havoc. Evil becomes deadly in its destructiveness when liberally alloyed with the secondary values of courage, discipline and efficiency.—GERALD HEARD *in "A Quaker Mutation."*

• There is no one wise enough to invent a coordinated system of treatments for all our social economic ills. We are thrown back on trial and error; and human experience warns us that error follows trial in ninety-nine cases out of a hundred. It is by the saving hundredth case that we live and advance.—ALVIN JOHNSON, *the New School for Social Research.*

• I am writing you for information concerning the childs warfare. Can you send me some quick.—*Letter to Governor Townsend of Indiana.*

• The politician must be accepted as part of the reality of the world in which social work operates.—ARTHUR FINK, *University of Georgia, in Social Forces.*

• The tragedy of Europe since 1934 has been that no nation has possessed the leadership necessary to consolidate the strength of the nations which want peace and order.—*Editorial, St. Louis Post-Dispatch.*

• Jews will get justice from Gentiles when Gentiles are just to one another. Negroes will be treated justly by whites when white men are treated justly by other white men.—HENRY NEUMANN *to the Ethical Culture Society.*

• One must not expect too much of the human race. One must not expect to "solve" everything. As a matter of fact the attempt to solve all the problems of society invariably means the most wholesale destruction of society.—DOROTHY THOMPSON, *political commentator.*

• Give to a people who already enjoy liberty and freedom the added opportunity to live in modest comfort and we will need to fear neither foreign aggression nor the penetration of economic and social ideologies.—PHILIP MURRAY, *vice president United Mine Workers of America in The Virginia Quarterly Review.*

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SURVEY MIDMONTHLY

APRIL 1940 VOL. LXXVI NO. 4

Social Workers Are Joiners

By KATHRYN CLOSE

LIKE most Americans, social workers are natural joiners. They have their professional organizations, their unions, their national and state conferences, general and specialized. But in spite of all these a movement is gaining headway among social workers over the country for professional association in a broader form than that offered by the established organizations. Several states now have statewide organizations of social workers which require no special qualifications for membership except paid employment in social work and the desire for professional growth and development. Other states report many "locals" but no statewide organizations. For nearly a year an "independent" committee has been weighing the desirability of bringing the scattered state and local groups into a national organization.

With the great increase in the public social services and the great numbers of workers recruited for them this movement toward professional association at a realistic level is not surprising. If belonging to an association gives status then the newcomers on the social work scene are going to belong, if not to one association then to another. But the established professional bodies admit to membership only especially qualified persons, relatively few in comparison to the numbers actually engaged in the practice of social work. The unions, though they have made great gains in the past few years, still are limited largely to urban centers. The national and in most cases the state conferences meet only once a year and often are inaccessible to many workers because of time, distance and expense. To many a practicing social worker, social work is his own job with little relationship to the rest of the field. Yet he knows there is value in professional association and he means to get it if he can.

Today there are said to be approximately 75,000 practicing social workers in the United States. Some 11,000 of them belong to the American Association of Social Workers, 1700 to the American Association of Medical Social Workers, 550 to the American Association of Psychiatric Social Workers. Since the memberships of these bodies overlap considerably, there are probably upwards of 64,000 social workers with no professional organization affiliation. The figure, however, is only approximate as the number of unorganized workers is pretty much a matter of guess work. It is safe to say, however, that it is several times the combined membership of all the organizations named.

As matters stand now with the professional organizations, the social worker "qualified" for his job by substantial general education and by special training in a school of social work may have the added stimulus to growth of organized professional association, while the technically "unqualified" worker whose only tool on his job is experience, not always trustworthy, is denied that stimulus. This, of course, is in line with the long established policies of the older professions, law and medicine, for example. In the young profession of social work, it is defended on the ground that only thus can hard won standards be maintained, only thus can personnel standards be raised in the public welfare services where most of the 64,000 "unqualified" are employed.

IN theory the 64,000 might go back to school for the requisite technical training and so qualify for the professional associations. But this, it is admitted, is far from realistic. The question, then, is how can these thousands with small opportunity for formal training but who are actually engaged in social work, many in positions of great responsibility, gain the advantages of association on a professional level? Can they, with their diverse, uneven backgrounds, be held together by so loose a tie as paid employment in social agencies? What will it profit them to confer over their common concerns? Can they by their shared purpose and their collective effort enrich their background and raise the general level of their performance?

Many among both the "qualified" and the "unqualified" think they can and in many places are trying out their faith concretely by stimulating over-all organizations of "practicing social workers" in their own communities and states. Though these local organizations have risen for the most part in areas where there is no active union movement to take up after-hours' time and energy, there is little evidence to support the charge, occasionally heard, that they have been promoted by conservatives as a means of discouraging union organization. The purposes of the two types of organization are different rather than conflicting. The one is designed to meet a need for association and self-study; the other a need for expression and protection.

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An after-meeting confab out of which grew a state association for all persons employed as social workers illustrates the spontaneity that characterized the origin of some of these new organizations. Two years ago at the Florida State Conference of Social Work a handful of "unqualified" rank-and-filers sat around together, disconsolately discussing the conference's failure to meet or even to recognize their needs. "Why don't we do something about it?" asked somebody. "Why don't we find out what we need and if there are enough of us the conference will have to listen." So they did and the conference did, and now there is a Florida Association of Social Workers with twenty district groups covering fifty-nine of the state's sixty-seven counties, and with associate membership in the state conference. [See "Up by the Bootstraps," by Martha Parrish, *Survey Midmonthly,* August 1939.] Though the local units are bound together in a statewide organization, they determine their own emphases and programs. They are the real strength of the organization. Activities are not limited to lecture or panel meetings, but embrace studies, institutes, projects for social action—yes, even fun.

In Connecticut a similar organization also had a spontaneous origin, though of a different kind. Back in the old days of the FERA a group of public welfare supervisors used to get together regularly to discuss their common problems. After the FERA vanished, the supervisors' meetings continued and finally expanded to include visitors. Today, as the meetings of the Connecticut Public Welfare Association, they are open to anyone employed in a social work capacity in any phase of public welfare—relief, public assistance, probation, children's institutions and so on. There are now nearly three hundred members throughout the state. The organization is set up on the basis of district units, each one electing its own officers and arranging its own program. These programs follow the lecture or panel pattern and are often open to the public, as one of the organization's aims is to promote lay understanding of social work. The state association meets three times a year, putting on lively programs combining social and recreational activities with meaty discussions.

MANY members of the Florida Association of Social Workers and the Connecticut Public Welfare Association are also members of the American Association of Social Workers. Florida "professionals" believe the association is giving untrained workers a desire for and appreciation of training. In Connecticut many of the private agency workers have availed themselves of the privilege of associate membership (non-voting) in the Public Welfare Association, as through it they keep in contact with what is going on in the public field which directly or indirectly affects their own work. The state AASW chapter works closely with the association and on several occasions has called on its committees for consultation on studies.

Social work winds are strong, and seeds from the East are now flowering in Utah. There the Utah Congress of Social Workers, organized last September by a group which has been watching closely the development of the Florida association, already has five active chapters covering fifteen of the state's twenty-nine counties. All persons employed as social workers in public or private welfare agencies are eligible for membership. Local chapters usually are organized by members of the local welfare departments, but the stimulus comes from the central organization. The state's executive committee assists in the organization of chapters, passes on applications for admission, plans with the chapters for state and local programs, coordinates the activities of the local units "to further the aims of the Congress." These aims as expressed in the constitution are "the promotion of constructive social work, the betterment of social conditions by discussion and action, the interchange of ideas and information on social questions, the development of personal acquaintance and fellowship of the members. . . ."

As in Connecticut, the practicing social workers' organization in Utah is on good working terms with the state AASW chapter. The two organizations have discussed the possibility of eventual affiliation, but all concerned are agreed that this should not be attempted at the expense of "lowering the standards and distorting the high purpose of the AASW."

SOCIAL workers' organizations with less defined professional requirements than the AASW are not new. Even before the sudden expansion of the public welfare fields and the resultant increase in numbers of technically untrained workers doing social work, there were many social workers' clubs which sprang from the desires of social workers of high and low estate to get together. The clubs were, however, strictly local in origin and set-up, and their functions frequently were limited to "social activities." With the great influx of newcomers to the field many of these old clubs have taken on new vitality and have expanded their programs to include panel discussions, lectures, and educational features. There are seven of these clubs in New Jersey, for example, but they have no common plan of activity.

In many of those states where there are no social workers' clubs or statewide organizations, the state conferences are moving to close the gap. This is accomplished through frequent regional meetings which afford social workers a regular opportunity to get together to learn from one another. These meetings differ from those of social workers' clubs, however, in that more often than not their programs aim at interesting the laymen and consequently cannot be too much concerned with professional methods and techniques. [See "State Conferences: Tools for Action," *Survey Midmonthly,* March 1940.]

Although the efforts of practicing social workers to come together into organizations which reflect their common interests have been numerous, they have been until recently more or less sporadic. The Russell Sage Foundation, after querying all the state conferences on the subject, learned from thirty-three replies that there are ten states with active social workers' clubs, seven in which the conferences themselves "meet the need," sixteen with "no consciousness of need" for this type of organization.

How long the practicing social workers in these sixteen states will remain unconscious of need is a question, in view of a movement now underway to organize on a national level. Initiated last year at the Buffalo meeting of the National Conference of Social Work and still in a somewhat nebulous state, the movement has proceeded as far as the formation of a national committee of twenty-two persons, all social workers in responsible positions, many of them members of the AASW. Instigated chiefly by Arthur Potts, state field supervisor of the Indiana State Department of Public Welfare, the committee's avowed purpose is to stimulate interest in organization at local

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levels. First calling itself the Independent Committee to Study Professional Organizational Needs of Practicing Social Workers, it has recently boiled the name down to the Social Workers' Group Study Committee.

At the outset Mr. Potts defined the committee's aims:

To encourage the organization of all practicing social workers into local social workers' clubs; to study existing social workers' clubs and the relation "if any" between their location and that of professional organizations; to classify the persons in the various phases of social work—group work, statistics and research, community organization, administrative social work, case work; to analyze the education, experience and qualifications of sample groups of practicing social workers; to determine the geographical distribution of such workers; to sound out existing clubs on their desire to participate in one general professional association for all types of social workers; to analyze the cost of program operations, dues and related financial problems.

The work of the committee has been slow, chiefly because its members, while agreed on the fundamental issue —the desirability of "calling a spade a spade" by admitting that practicing social workers are, after all, social workers—are not as yet individually clear, in spite of the seven-point program, on what the committee's function should be. Many of them shy at the possibility of setting up a second professional organization to parallel the AASW and thus indicate a "schism" in social work. Others, although they see the importance of a national committee as a guiding spirit and clearing house for local organizations, doubt the efficacy of building from the top down rather than from the bottom up. There are also those who believe that the real answer to the problem is a limbering of the membership requirements of the AASW.

The attitude at the AASW headquarters toward this "national movement" is frankly skeptical. There is keen interest in the problem of professional association for practicing social workers as well as good will toward their efforts to solve it themselves. But, ask the AASW spokesmen, what can a group with interests and backgrounds as diverse as those of the practicing social workers expect to accomplish on a national scale that cannot be accomplished through the National Conference of Social Work or the American Public Welfare Association? They point out that many AASW chapters now open their lecture programs to all social workers in order to share their educational advantages. If what these workers want is stimulation through association then this can best be met on the local level. If on the other hand, they are seeking prestige, what can they expect to gain from an organization which sets no qualification for membership?

In spite of outside criticism and its own misgivings the Social Work Group Study Committee is sticking together in the belief that, through further study and discussion, it eventually may be able to define its function clearly and proceed more vigorously. The success of consciously stimulated organization seems to belie doubts as to the efficacy of an "outside" approach. In Indiana last fall the state conference of social work was used by members of the committee as the machine for sowing seeds of interest in over-all social worker organization. Though the meeting called at the conference drew only a small crowd, the seeds already have become fruit in the form of eleven local clubs, with four more in the budding stage of organization. Only a few of these clubs have started holding regular meetings with "specific social work content" but they all are bound together by a tentative constitution for a state organization, soon to be tested by vote. According to this constitution the purpose of the state association is "to federate and bring into one compact organization the entire social work profession of the state of Indiana . . .; to extend social work knowledge and advance the practice of social work; to elevate the standards of social work education, research and social investigation and to secure the enactment and enforcement of proper social legislation; to promote friendly intercourse among social workers."

If there is some disagreement among members of the professional organizations on what form social workers' clubs should take and on their ultimate value, there seems to be general agreement that their appearance is a healthy sign both for social workers and for social work. Wherever the clubs are prospering, top-ranking AASW members usually are found. Many such members join the clubs through a sense of obligation, for in them they see opportunity for bringing together all workers on an equal footing—the only status which provokes free discussion. Yet to say that it is all "give" and no "take" on the part of the "qualified" in coming together with the "unqualified" is hardly fair to either. After all, the majority of the "unqualified" are employed in the newest, most challenging and most rapidly expanding areas of social work. They have held their jobs through stresses and strains unheard of in the old days when social work, for the most part under private auspices, was relatively protected. Unless they are deaf and dumb, they too have much to offer.

Where There's No Will, There's a Way

By HOLGER LUNDBERGH

THE Swedish child is a collective heir, thanks to an inheritance law of 1928. This law provides that in cases of persons dying intestate, their property reverts to the government in the absence of near relatives. It also excludes cousins or more remote kin from inheriting. This wise and far-sighted act made possible the creation of a new government agency which has just ended its first decade of useful service. It was named *Allmänna Arvsfonden,* or the "General Inheritance Fund," and was made a branch of the Social Service Board. The money received by the Fund—to date some eight million kronor, or about two million dollars—is used specifically and exclusively to "care for the growing generation, and to facilitate its future purpose of making a contribution to the common weal." It aims, in other words, "to fulfill in a special manner the social function of inheritance." Thousands of needy children, from infancy to adolescence and later, have benefited by it in manifold ways.

How well this new agency has worked out, and how sympathetically it has been received by the people, is best illustrated by one interesting point. In Sweden, a person without blood relations may by law will his property to

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anyone he chooses. It might therefore be expected that since the inception of the Fund there would have been an increase in the number of wills drawn. Apparently such is not the case, for the money that has come to the Fund is considerably more than was at first estimated. The creation of this government asset has not, in other words, caused a sudden activity among legal minds eager to "protect" the individual from the state. On the contrary, in several instances the Fund has been willed large sums. Perhaps these donors had no pet charities of their own, or perhaps they felt that private benevolent foundations are affected by business slumps, legislation, and wars, and therefore are likely to prove unstable and temporary. In the last instance the splendid management of the Fund and its wide, practical benefits undoubtedly have been the deciding factors. Briefly, the reason for the success which has attended the Fund from the beginning is that finely balanced blend of lofty idealism and bedrock practicality, characteristic of so much Swedish social legislation.

Possibly the agencies in the United States most nearly comparable to the General Inheritance Fund are the Community Trusts established in many localities of this country during the past twenty-five years. However, each of these trusts is, in effect, not a composite inheritance devoted to a single purpose but a composite mechanism for the administration of charitable funds of varying sizes, from diverse sources and for differing uses. The General Inheritance Fund is financed chiefly from the estates of persons who die intestate and who have no close relatives. It is centralized, and is publicly managed for one general purpose—child welfare. The Community Trusts draw their resources from many sources, are decentralized in operation, and administered by non-public agencies for a wide range of philanthropic purposes. During the past decade appropriations through Community Trusts exceeded $10 million. In 1938 alone, they amounted to $1,700,000. At the close of that year, among seventy-six Community Trusts, approximately $50 million had come under administration.

THE guiding principle of the Swedish plan is to use its money to help health centers, camps, and institutions, which the various communities are not required by law to maintain. The Fund is legally represented by a governmental law agency, and the investment of the property is in charge of the comptroller's office. Each estate received by the Fund is turned into cash, unless it consists of stocks and bonds in which the government itself invests. One third of the money received each year is added to the Fund. The rest, plus annual interest on the entire fund, is available for distribution during the next budget year. Cities and rural districts benefit equally by the awards, which usually consist of one-time contributions for the purchase of lots, buildings, and so on. In some cases, however, the Fund assists in the cost of maintenance. If an institution does not employ the money for the purpose for which it was awarded, the sum must be repaid, in whole or in part. Furthermore, no home or camp may be closed without the approval of the state. Financial statements are rendered annually to the Social Service Board.

Such is the framework within which the Fund conducts its far-reaching, ever expanding work in behalf of the nation's less fortunate youth. In ten years it has been instrumental in establishing 17 permanent homes for children, 46 temporary homes for the care and medical observation of children, 31 homes for the care of infants, with or without their mothers, 9 child welfare centers, 9 nurseries, 9 so-called "garden schools," and 110 fresh air camps, or "summer colonies." These units now dot the country, from the fertile plains of Skåne, in the south, to the Lapland mountains, north of the Polar Circle, and from Gothenburg, on the west coast, to Stockholm on the Baltic Sea. They offer means for the mental and physical improvement of children, their education and training, their development in sports and, of equal if not greater importance, help fit them for a future suited to each individual.

In many cases the homes are built according to the Fund's own designs and specifications. They are cheerful, well-planned, and architecturally pleasing buildings, some resembling sports cabins, others erected along modified functionalistic lines. Large windows and wide verandahs assure a maximum of light and air. In addition to dormitories, baths, and a spacious central hall, each house is equipped with special isolation rooms. In some cases the Fund has purchased and made over schools, hospitals, and so on. In no instance, however, do they bear the slightest resemblance to institutions. They are gaily furnished and decorated, and there are always bowls of flowers in every room. Usually they are surrounded by gardens.

THE temporary homes, where children may remain only two years, are primarily designed for medical examination and care of infants and their mothers, and for the purpose of preparing older orphaned children for foster parents. Here mothers are taught child welfare and home management. Other temporary homes receive healthy children of tubercular parents, children difficult to educate, and nervous and psychopathic children. The permanent homes are for boys and girls up to sixteen and seventeen years.

Of special interest are the "garden schools" for boys and girls from three to seven years old. They provide instruction and recreation for children at an age when they are most active and when their minds are most receptive to impressions. They differ from the nurseries in that the individuality of each child is more closely observed. The pupils are taught how to get along with other children and how to "shift for themselves." This self-reliance is further instilled at the "summer colonies," where sports and games make an attractive background to reading, study, and lessons in discipline and deportment.

In addition to this full program, the Fund helps maintain domestic science, child welfare, and manual training schools. It aids deserving but poor school children from the country to continue their studies in the cities. It contributes funds to a Stockholm home for boys from the rural districts. It supports the Boy Scout movement and many sports clubs and athletic societies. It gives a hand to families with many children. It assists in the maintenance of two homes, one in Stockholm and one in Gothenburg, for the care and guidance of young girls from the country. It partly pays for a home for deaf-mute children.

There is, indeed, hardly a phase of the care and education of deserving but impoverished youth to which the Inheritance Fund does not, in some way, lend its assistance. The words of a Swedish political and economic observer come to my mind. "For what better ends," he asked, "can idle, unclaimed money be used than to rear happy, healthy, well educated and well adjusted Swedish children? What better guarantee can we ask for the future?"

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We Who Must Say "No"

By CATHERINE GROVES PEELE

Formerly Case Work Supervisor, Bencombe County Welfare Department, Asheville, N. C.

Another Layoff Announced by WPA
County's Relief Fund Inadequate
Reliefers Stage Sitdown Strike

HEADLINES such as these, regularly dotting the newspapers, mean new buffeting not only for helpless, bewildered people but also for those of us who must do the buffeting, who must say "No" to obvious human need for the unjustifiable yet unanswerable reason that the money has run out.

As case workers we are taught that a client is first of all a human being; that inadequate relief is uneconomic; that coercion is a poor means of dealing with people. The truth of these things cannot be denied, yet on the job the case worker these days must spread thin relief still thinner, must observe strict requirements as to who may and may not be aided, and must enforce numerous regulations on clients found eligible for relief. Maxims about working within the function of the agency and accepting its limitations are no help at all, since the kind of rules that spring up when money runs out have nothing to do with warranted limitation of function.

Take, for example, the unchallengeable statement: a child has a right to adequate nourishment.

As case workers we believe that it is forever wrong that children should be fed inadequately and, in addition, that it is socially extravagant to allow children to grow up with the handicaps to mind and body that follow malnutrition in childhood.

Yet we are constantly refusing to feed them. We refuse on all sorts of grounds which have nothing to do with the fundamental fact that here is a child for whom his parents cannot provide the necessary food. We refuse because his parents are without legal settlement in the community or because his father turned down a relief job, or because his unmarried mother refuses to take court action against his father, or for any one of a dozen reasons considered sufficient by any particular agency.

This is only one of the obvious ways in which case workers are continually forced to do what they do not believe should be done. Any one of us can name a variety of practices, all of them a way of saying "No," which have the effect of breaking down the self-respect of the client and needlessly antagonizing him, or of imposing acute hardship and suffering on people who for some reason do not quite fit into any of the carefully defined groups that the relief agencies are required to assist.

Regardless of who sets up the edicts as to who shall and shall not be aided, it is the case worker who puts them into effect. It is she who visits the bleak homes and sees the look on the women's faces as she tells them that assistance cannot be given because they lack three months of legal settlement, or are classified as farm families, or have sons who could go to CCC Camps if they would. What kind of flesh and blood are we case workers made of that we are able to go on doing this, day in and day out, saying "No" twice to every time we can say "Yes"?

Another heartbreak to the case worker who remains in the field any length of time is to see better relief practices, built up gradually, come falling down about her ears just as she hoped for another forward step. Thus when WPA began reducing its rolls many of us felt as if we had been carried back five years to early 1934 when CWA began laying off men right and left. It was the same struggle all over again, only then FERA stepped in with federal aid for those displaced from the work program. Now the need must be met from local resources, all too often almost non-existent. As a result an ironclad rule was adopted in many places that, regardless of circumstances, no relief should be given to those laid off by WPA unless the applicant could qualify for aid under one of the public assistance categories.

No realistic case worker can buoy herself up with hope that the situation in which she finds herself is merely temporary. The public reacts to human suffering by providing more adequate relief. Standards go up. Then comes reaction against this very adequacy and standards go tumbling down again.

Considering all this, what is a case worker to do? She can of course simply get out and do something else for a living, such as finding herself a job with an agency not primarily concerned with relief. A good many trained workers are doing just that.* Training, insofar as it increases a sense of personal responsibility for what is done to clients, tends to cause case workers to leave an agency when its standards start falling. It follows that agencies will be manned by untrained workers just when trained ones are most needed.

If the worker chooses to stay on with the relief agency she somehow must make what she is doing every day acceptable to herself, otherwise she will be rent asunder. All too often, and not surprisingly, this reconciliation is brought about by building up antagonism toward society in general, or an attitude of disparagement toward clients as a class. In the cities, where case workers can gather in large enough numbers to gain a sense of group solidarity, one finds those who seem to conceive of themselves as fervid participants in a pitched battle against the organized forces of society. Their deep-seated bitterness is turned outward in generalized anger which increases every time they are forced into doing something to helpless people that they know never should be done.

Outside the large cities, however, one is less likely to find case workers who have taken this way out: partly because few of us have the stamina, or whatever it takes, to fight society singlehanded; partly because in smaller places the case worker is more closely identified with the community and feels its pressure more directly. Here the case worker is likely to accept the viewpoint, whether she puts it into words or not, that the client is somehow different from other people, that what happens to him

*Since this article was written Mrs. Peele herself has done "just that." She is now executive secretary of the Durham, N. C., Family Service Association which "considers giving relief as one of its minor functions."

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does not matter in the same way as it would matter to the rest of us. She escapes from serious consideration of what is being done to clients with such remarks as, "The world would be better off without them anyway." Actually she does not believe in semi-starvation as an answer to anything. She merely cloaks herself in an attitude so that she may get through the day's work.

We may recoil from these negative attitudes of antagonism and disparagement, but just what exactly do we expect of a case worker these days? Well, for example, we expect her:

To maintain a constructive attitude toward society even if it does force her, against her intelligence, to become primarily a denying person.

Never to permit herself to lose sight of the fact that a client is a human being even if she has to refuse him what no human being should be refused.

To carry out justly rules that are in themselves unjust.

To strive without discouragement for improved relief practices while working within the framework of poor ones.

To keep up a steady, unspectacular struggle for higher relief standards against the ever-changing restrictions imposed by her agency.

Never to become callous to the things that happen around her, nor yet to take them to heart—thereby dissipating her strength uselessly.

That, I submit, is a large order, yet there are case workers scattered in city and county welfare departments the country over who are meeting it, keeping their balance and doing their jobs, chiefly by virtue of a sturdy philosophy and, almost as important, a tolerant sense of humor. At the top of their equipment is the capacity to delegate to others all sense of personal responsibility while they themselves do the best they know how with the means at their disposal. They do not take unto themselves final responsibility for the things they have to do. Thus are they able to function and survive.

In general, case workers are recruited from young people who want to help other people. They need to be taught how to do this, but the desire does not have to be implanted, it already is there. If, when they go out on the job, they acquire the idea that certain kinds of people are not "deserving," it does not necessarily mean that they had no business becoming case workers, or that their wish to help people was not properly directed during their training period. It well may be that their natural drive to do things for people, reenforced by all that they had been taught, ran head on into such cold facts as scarcity of funds, agency restrictions, and an unsympathetic community. Something had to give way if they were not to be torn to pieces. They could not change the world around them, so they changed their own attitude. They were not prepared for the fact that this earth is a very imperfect place; that man's inhumanity to man, though it has decreased through the ages, is far from disappearing; that there always have been children who were permitted to go unfed; that actually there is little that the case worker can do to change anything. They were taught how to help people, how to refuse help in a way to do the least damage. They were not taught how to refuse without hurting themselves.

The Public Agency's Challenge

By EDA HOUWINK

School of Social Service Administration, University of Chicago

THE public agency has had a long road to travel in its course from the traditions of pre-Elizabethan England up to the present time, but with the coming of the Social Security Act, America has at last gained some degree of certainty and the beginnings of adequacy for a few categories in public social services. It is the public agency which shoulders the major burden of people out of work and people in trouble; and it is the public agency, created and stabilized by law, which will handle these groups of people through the long future. It is interesting to remember that as early as 1895 Julia Lathrop had come to the conclusion that private charity would assume responsibility for only a small portion of the poor, because "when all the resources of private charity and neighborly aid have been exhausted," the community is inevitably sought as the *dernier ressort*. The public agency, she held, needed to be strengthened since it could not avoid or limit its responsibility for the problem as could the private agency. A study of 116 urban areas by the Social Security Board for June 1939 showed that "private assistance represented less than one percent of all payments" for assistance in that month.

The public assistance agency is operating at present under such pressure from inadequate funds and from the consequences thereof that it has had little time in which to take stock and to put its professional house in order. This will have to be done, however, in spite of the pressures and also because of them if the public agency is to be maintained on a professional plane. The public agency is what the vision and the skill of its workers make it, consciously or unconsciously. So it is that the public agency worker needs to understand her job fully, both in its daily details and in its broader social implications. She must have a clear view and a long perspective of her job, a historical background to give her a firm assured footing, and a belief in the future of the agency to give her a sense of direction.

One of the issues faced today is the relation between the professional job and the administrative efficiency of the agency as a whole. The agency, working out a plan of operation under the law with a watchful evaluation of the plan and its meaning for the client, tries to avoid a trusting acceptance of business standards to help it gain an apparent but a false security. The worker is careful not to become so preoccupied with the need for administrative efficiency that she sacrifices the wider meaning of a social administration for the narrower non-professional achievement of a business administration. Administration is seen as an aid to the broader function of helping the client, and not in itself alone as an end.

In looking at the case work function of the public agen-

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cy the worker's job appears both harassing and taxing. But to the thoughtful worker it also is challenging. Since the public agency accepts as its responsibility the whole of the problem of people in need rather than a small part of it, and since the needs presented are as varied as the individual clients it seems inevitable that the trained worker will find her place here. Only by making skilled service available can people in need be helped in accordance with their individual differences, and only thus can the agency maintain its primary function of service to people.

THE public worker always is careful in thinking about the job not to confuse the present compromise on professional standards with the long time program of the public agency. Workers, public and private, need to be careful lest they unconsciously stabilize the function of the public agency at its present level of performance, and define its job by the performance of untrained workers rather than by the potentialities inherent in the job itself. It is here that a worker's professional philosophy and attitudes come into play. If she can keep her focus on the long view of the public agency's task, present pressures will assume their proper proportion and appear transitional. The worker needs to maintain her faith in the agency and in its clients who have so much more to bear than she has.

The professional worker's philosophy is broad enough to see the increasing attitudes of dependence in her client as a response to the particular situation in which he finds himself. The worker who sees beyond the immediate problem at hand understands that pauperization is one way that human nature expresses itself under continued unemployment and stress, and that there is no place for a critical attitude toward the client. It is the social pattern which asserts itself, shaping, in part at least, the attitudes of those people who happen to be on relief.

In clarifying her thinking on the matter of a client's "fraud" against the agency, the worker must define the word both historically and socially. Fraud is not a case work conception. It is one which we inherited by means of the statute books from our less understanding forefathers and we should be careful not to perpetuate their error. As long as the word fraud continues to appear in some of our welfare laws we probably shall have to be aware of it in our practice, but that does not mean that we should sanction the error. In the beginning the poor were considered thriftless and were blamed for their own poverty. As we grew wiser in our understanding of people and of society we saw that fraud was the result of the situations in which the client had been placed. Inadequate relief, high case loads, harsh relief policies, the social mores of our society, personal factors within the client, and the occasional critical attitudes of untrained visitors have helped to create what the statutes so glibly call fraud. Social workers today, with the benefit of findings in the social sciences and in social work, can see the many factors that operate to create fraud. They do not search for particular "methods and skills" for handling cases of fraud since fraud is only a passing phenomenon. We should be careful not to be intimidated by the laws because they are laws, but instead should see them as flexible rules made to the best of the ability of their drafters and needing to be changed with changing times and conditions. If we shape our skills to a temporary ruling we run the danger of building our professional house on the moving sands.

The case work function of the public agency is a realistic acceptance of a professional job which has as part of its function an understanding and an investigation of the economic status of the applicant. The public worker is alert not to let this part of the job assume the dimensions of the whole. The function of case work is to help people in trouble if they want and can use help. This function is the same in both the public and private fields. The size of the case load which the worker carries and the amount of funds available are variants affecting ultimate performance, but the controlling factor in it all is the skill and the professional attitude of each worker and of the staff as a whole. The clients need many services which the trained worker is equipped to give. If the worker's attitude is one of service rather than one of investigation alone, the needs of the client can be met helpfully—as they are being met today by skilled workers.

The public agency worker, and the private as well, must be able to broaden her perspective to see both individual and social causation in the difficulties facing her clients, and to deal with them accordingly. In this way she can help to prevent the agency's case work function from becoming merely a palliative fringe of a total social program. She will see society as an entity in itself and will not limit her diagnosis of a case to the personal factors presented.

SOCIETY and culture are man's creations built up through the ages. But the increasing complexity of contemporary society, and our decreasing control of it, have created a veritable Frankenstein monster with which we find ourselves in a Frankenstein relationship. This relationship is one that needs further investigation and clarification with perhaps, in the end, a partial control by means of our better understanding of it. It is the economic system, with all its assets and liabilities, that created mass unemployment and it is unemployment which helps to create psychological problems in the unemployed while at the same time it serves as the stimulus to release dormant personality problems in the individual. We handle the problems which are personal in origin but we watch also for those which spring wholly or in part from social factors, and develop differential methods of treatment for both. It is because these problems do exist that we need trained workers to handle them. Even though the laws at present seem to define the public agency's function as one of relief giving alone, these deeper problems are evident all along the line. We cannot legislate against human troubles.

Public workers today find themselves in many respects at a professional crossroads needing all the vision they can muster to guide their course in the right direction. They have to decide about the quality of case work service to be given and to be careful not to allow a double standard to be established, one for the public agency and one for the private. Helping people in distress is a professional task, the same in quality and in purpose in both agencies. It is altered at present in the public agency by lack of funds and of trained staff, and by pressures of work, but case work is basically generic no matter where it is practiced. The public workers also have to decide on an administrative course, being careful not to become so preoccupied with business efficiency as to lose sight of the more important achievement of social welfare administration. They are having to decide whether to carry the social security categories in separate case loads and in separate agencies, or to carry them all in one case load in mixed almshouse fashion as was done under the old poor law. If we can

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learn to plan from the point of view of the client and his family rather than from the perspective of the detached conference table, we shall not err seriously.

If a long view of the public agency task is gained, the worker will be able to see that in the past quarter century great progress already has been made and to see that the trend is steadily toward more acceptable standards than those which prevail today. The public agency is no longer the *dernier ressort* as it was a generation ago. There is much discouragement and hard sledding ahead, but if the social work profession can fortify itself through this period there is little doubt that the public agency will meet its responsibility with qualified staff and real professional performance. The challenge is to the worker as well as to the agency, as both have their parts in building a program, soundly planned and professionally performed, to render service to people in need.

This is the first of two articles by Miss Houwink. The second, "Case Work in the Public Agency," will appear next month.

Grand Rapids Is Ready

AT the end of a winter-bound March the last of May seems a long way off, but to the officers of the National Conference of Social Work it is practically day after tomorrow. By the time this is read, the conference staff will be in Grand Rapids perfecting arrangements for the great annual congress of social workers during the week beginning May 26. If advance hotel reservations, now over 2000, are a barometer the conference will be as big as ever, which means an attendance of around 6000.

The program committee has completed its long laborious task as far as plan and content are concerned and there remain no more than the usual gaps in the ranks of speakers still to be announced. The process of program building, carried on over many months by means of committees, conferences and correspondence, seems to have produced a coverage of the scene that leaves few social stones unturned.

One difference noted in the program this year is in the number of speakers at the evening meetings. With one exception each of these meetings will have a single speaker who thus, as someone said, "will have time enough to say something." For her presidential address, Professor Grace L. Coyle of Cleveland has chosen the subject "Social Work at the Turn of the Decade." Other general session subjects and speakers are: "The Essentials of an Adequate Relief Program," by C. M. Bookman of Cincinnati; "The Challenge of the Forties for American Childhood and Youth," by Katharine Lenroot of the U. S. Children's Bureau, and Floyd W. Reeves of the American Youth Commission; "The Outlook for America," by Rabbi Abba Hillel Silver of Cleveland; "Implications of the European Situation for the United States," by Vera Micheles Dean of the Foreign Policy Association, New York; "Making Democracy Work," by Professor Max Lerner of Williamstown, Mass. In addition to these "speaking" general sessions there will be "The 1940 Review" produced by the Social Work Publicity Council, the annual reception to the president and, the idea carried on from last year, the National Conference Laymen's Dinner sponsored by the Association of the Junior Leagues of America and the National Committee on Volunteers in Social Work.

The popularity at recent conferences of the meetings on case work has caused this section to arrange for a large number of discussion groups as well as for sessions dealing with general material. The section has twenty-two meetings during the week. The section on group work, with eighteen meetings, will concern itself less with the philosophy and methodology of group work than with the "gap between . . . what we say and what we do."

The section on community organization, with eleven meetings, has set itself the task of "constructive self-analysis" in clarifying the direction and objective of past and future efforts. The social action section has six meetings, all with the promise of "open discussion." The program of the section on public welfare administration "has developed from the grass roots," with "burning questions submitted from more than half the states of the Union." Answers will be sought in five general and five group meetings.

To the sixty-seven morning meetings for which the sections are accountable are added twenty-five more under the wing of special conference committees which this year are on: delinquency, education for social work, interstate migration, national health program, older children, refugees, social aspects of housing, social work in rural communities and unmarried parenthood.

As in other years the afternoons of national conference week will be given to sessions of associate and special groups affiliated with the larger body. Fifty-two of these groups already have organized programs ranging from a single session to sessions running through the whole week.

As for the physical setting of the Grand Rapids conference, the opinion seems to be that "it might be better, and it might be worse." Conference headquarters and exhibits will be in the Civic Auditorium, readily accessible to the principal hotels. General sessions and many of the large section meetings also will be in the auditorium, but a good many meetings will of necessity be scattered about in churches, hotels and clubs. The housing of delegates presents certain difficulties chiefly because of the predilection of social workers for "single room and bath." The hotels have only a limited number of such accommodations and all have been reserved long since. They still offer double rooms with bath and singles without bath. In spite of a possible shortage of particular hotel accommodations, Grand Rapids will keep its promise, conference officials say, to house the conference comfortably and adequately. A local committee has compiled a new list of tourist accommodations, rechecked for acceptability, and the Council of Social Agencies is preparing a list of private homes that will welcome delegates for the week at very reasonable rates. No one wishing to go to the conference, say its officials, need hesitate for fear of lack of accommodations. There will be plenty of good ones, but they won't all be "single with bath in the best hotel." Just the same, they add, better make reservations promptly to the Convention Bureau, Grand Rapids, "just in case."

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MISS BAILEY GOES VISITING

"It's the Way You Do It"

By GERTRUDE SPRINGER

THE road stretched ahead fifty miles or so to the next county welfare office on the state superviser's schedule. It seemed to Miss Bailey, who was going along for to look and for to see, that this was her chance to get a firsthand answer to a question that had been bothering her for a long time: Just what exactly was this supervision by the state of the county welfare program that everyone talked about? In spite of long weighty discussions at conferences, Miss Bailey had never been able to find out what supervisers did when they supervised. She knew the dictionary definition of the word supervise—"to oversee for direction; to inspect with authority"—but what did it mean in terms of the day-to-day job of the superviser and the supervised? How did it work between a state department sure of its direction and a county department jealous of its authority?

Out of the corner of her eye Miss Bailey took in Mrs. Baxter who, the state director had said, "knows her stuff," and risked the question.

"Just what do you do when you supervise?"

Mrs. Baxter eased the car over a chuckhole, negotiated a mulecart and an indifferent cow in such a way as to get them out of the middle of the road and answered:

"I don't believe I know, but I suppose it's something like driving a car. You avoid jolts at rough places you can't do anything about; you try to get your fellow travelers onto the right side of the road without scaring them stiff; you don't use your horn if you can help it and you keep on moving toward the place you're headed for."

"But suppose you don't see the chuckhole or the cow refuses to give ground, then what?"

"Well, you bump your head and maybe go in the ditch, but sooner or later you get going again."

For a mile or two Miss Bailey thought over that analogy, embroidering it to herself. But her literal mind was not satisfied. She wanted something more tangible.

"All right, I accept the chuckhole and the cow as symbols of your philosophy, but I still don't know what you propose actually to do when we get to Morton County and you walk into the director's office."

Mrs. Baxter laughed. "Neither do I. It all depends on what the director—Miss Twitchell her name is—has on her mind. I have a number of things I hope to take up with her, but whether I do or not depends on what she has to take up with me. You see this thing we call supervision, and if you ask me I'll say that's a pretty poor word for it, isn't a matter of doing things; it isn't an act, it's a relationship. It doesn't start here and end there, but goes along all the time, a continuous process. Try to force it and you stunt its growth—or at least so it seems to me."

"You say you have things in mind to take up with Miss Twitchell?"

"Perhaps 'take up' isn't the word for it. 'Talk over' may be better. For example, the merit system that we're heading into. Miss Twitchell is almost sure to be jittery about that; all the county people are. The ideal of it appeals to them, but they have no notion how it will work out in their particular setting. Their boards are talking and asking questions and the county directors need to know how the state office is thinking and planning. We sent out a bulletin explaining the plan as far as it's gone, but a good friendly talk is better for jitters than a dozen formal bulletins. At the field staff meeting yesterday we were told just how far plans have gone, just what the probable next steps will be. We all felt more relaxed for that information and I'm sure the county people will too when it is passed on to them. We all like to feel that we are being let in on matters of policy and plans while they are still in the jelling stage. It helps our morale.

"In fact interpreting bulletins and translating general instructions on procedures into practical terms of day-to-day work is one very definite part of a superviser's job, but she doesn't walk in and say 'Here I am ready to interpret and translate.' She lets the director take the lead and set the pace. And remember it isn't just the policies of the State Welfare Department we have to be able to interpret, but the policies of all the other agencies, federal and state, that impinge on our program. See that fat brief case on the back seat? It's full of rules and regulations and all the rest of it of the WPA, the FSA, the NYA, the state employment service, the health and education departments and half a dozen others. We must be able to put our fingers on verse and line and be able to help work out the application to a particular case in a particular set of circumstances.

"THEN there's the other side of the picture—what we carry back to the state office from the counties. Ours is a two-way job and it is just as important to interpret the counties to the state organization as the other way around. What good is a policy if it won't work in the counties?"

"But there's more to supervision than explaining rules," said Miss Bailey. "Suppose you find that Miss Twitchell has her job all messed up or something. What do you do then?"

"Now Miss Bailey, you know as well as I do that messing up doesn't happen all at once. It has a lot of preliminary symptoms and usually can be caught early. If you keep out of messes, you don't have to clear 'em up. All of which sounds a lot easier than it is.

"My trouble in this thing we call supervision isn't messes; it's trying to keep the whole program moving along on an even keel without some one part of it getting ahead, or more often behind the rest. With our system of undifferentiated case loads it is very easy for a county director to yield to one influence or another, perhaps to her own inclination, and emphasize one service at the expense of another. I know one director who has a passion for meticulous administration; her office is a marvel of efficiency. Naturally, with her I don't need to talk about administration except to give her a pat on the back once in awhile. Instead I keep our conversation firmly focused on the quality of service rendered to clients. Another director will have a badly managed office and a swell record for service. Then it's up to me to bear down as painlessly as possible

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on administrative standards while not belittling service standards.

"Some directors have a bent for investigation and overemphasize it at the expense of continuing treatment; others do investigations so perfunctorily that they miss half the implications for treatment and then wonder why the treatment fails. Sometimes a director, because of her previous experience or perhaps her natural predilections, will have a greater interest in work with children than, say, with old people—or it may be the other way around—and she unconsciously will emphasize that part of the program. It is our job to help a director recognize these sags and help her work out ways of tightening them."

"I follow all you say," put in Miss Bailey, "but I still don't know exactly what you do."

"And I can't tell you," countered Mrs. Baxter, "because it's never the same twice in a row. Every county is different, every director is different, every situation is different, sometimes from day to day. And if you're going to get anywhere you have to be different, too, in meeting all the differences.

"But since you insist on having me do something tangible, there's one thing that I really can say I do. I listen. How I listen! Nine times out of ten a director has a load of grief saved up for me. By the time she has spilled it all, and of course I give her all the chance in the world, a good many of her troubles have assumed less formidable proportions and between us we are able to sort out really significant things and to talk about them in an easy, relaxed sort of way, trying to think them out together and to arrive at a practical plan or procedure. Naturally, in the course of such a talk I get quite a few things said, about 'sags' for example, without seeming to drag them in by the ears. I'm ready always to suggest and to give advice if I'm asked for it, but in any case I keep it perfectly clear that responsibility for decisions rests with the director. I'm a consultant, not a leaning post or a boss."

"What about the director's community relationships? Do you get into that sort of thing?"

"Not very far in, I'm sorry to say. Community relationships are a weakness in too many counties I'm afraid. The directors realize it and so do we field workers, but with case loads as large as they are and local staffs as small, and with the burden of paper work that every office has to carry, it seems next to impossible to find the time necessary for the conscious development of such relationships. Of course, some directors, God bless them, just do that sort of thing naturally, take it in their stride. But to others, it seems like an added task, practically the last straw. It's one of the things on which we have to move slowly; we remind, but we don't prod or nag."

"Where does the local board fit into your relationship to the county? Do you have any contact there?"

"Yes, but never over the director's head. Usually she wants me to spend more time with board members than I can or should. After all, bringing the board along is her job not mine. I try to help her and strengthen her hands, but the responsibility for operating the program rests squarely on the board and director. I come in only to help them keep it within the framework of reasonable standards that the state sets up. But it's their show. We really practice local autonomy as well as talk about it."

"Wa-ait a minute," Miss Bailey interrupted rudely. "Did you say local autonomy? Seems to me that the counties have to do a lot of things about which they have mighty little say-so. Take the merit system, for example, and what about all that paper work? Do the counties have any choice? When you come right down to it the state holds the purse strings. Honestly now, doesn't it have the last word?"

Mrs. Baxter negotiated a couple of static cows before she answered.

"I suppose so, if you're going to be a hundred percent literal. But we go on the theory that there doesn't need to be a last word between friends. Aren't you trying to pin down a lot of intangibles that are more a matter of attitudes than anything else? You sound as if you were getting ready to write one of those how-to-do-it books. ("Heaven forbid," threw in Miss Bailey). If you are—look out, here comes a chuckhole—you might call it 'How to Drive a Car and Influence People.' Well, we're almost there, and I haven't answered your first question, have I?"

Miss Bailey wasn't so sure. Supervision it seemed, was less what you did than the way you did it, and both were shaped by circumstances and personalities, including one's own. When you looked at it, the process, at least as Mrs. Baxter had described it, did not seem very different from case work; perhaps after all it was no more than the application of basic case work principles in a new area of relationships. Certainly supervision, in its meaning of "inspect with authority" did not seem to be the right word for it as practiced by Mrs. Baxter.

"Maybe I'll understand it all better," said Miss Bailey, "when I've seen you and Miss Twitchell in action."

Mrs. Baxter brought the car to a stop before a gaunt gray courthouse, patted a little powder on her nose, and reached for her brief case.

"Oh no you won't," she said cheerfully, "for if experience is any criterion, I probably won't say or do any of the things we've been talking about. That's the kind of a job this is."

This is the sixth in the new series of articles in which SURVEY MIDMONTHLY *readers renew their acquaintance with Miss Bailey and share her seasoned observations of social work at the grass roots.*

County Director's Plaint

(With apologies to the White Knight in "Alice Through the Looking Glass")

By MARJORIE DE S. ROBERTS

I'll tell you everything I can.
There's little to relate.
An area director came,
And he was from the state.
"Who is it you direct?" I said,
"And what help do you bring?"
His answer smote my startled ears
And fairly made them ring.

"I bring," he said, "a few more forms
Entirely new to you,
Reports on WPA, unemployment, too.
Your staff," he said, "can't qualify.
Your set-up's out of date.
Your records, from our case review,
Are quite inadequate.

"But I was thinking of a plan
To cut relief expense,
By disallowing coal and food
And never paying rents."
So, having no desire to heed
The things the young man said,
I cried, "By Public Welfare Law
I am this county's head!"

His accents firm took up the tale;
He said, "The claims you bill
Will not be reimbursed by us
Till you can quite fulfill
The regulations we lay down;
But, take it straight from me,
We give no orders. This is still
Your local autonomy!"

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Here in Washington . . . By Glen Leet

WPA'S CHANCES—"An old-fashioned congressional logrolling" is predicted by certain Washington observers as the means by which the WPA appropriation for the next fiscal year will be determined. The economy bloc, the relief bloc, the farm bloc and the "spending advocates" all show signs of participating. As this is written the House appropriations subcommittee, chairman, C. A. Woodrum of Virginia, is beginning consideration of the recommendation of the Budget Bureau for an appropriation of $1 billion for WPA. This is $477 million less than WPA has had this year and $1¼ billion less than it had for 1938-39. There has been talk of an open hearing on the proposed appropriation, but at this time the chances for it seems slight. Chairman Woodrum is known as an anti-spender and in spite of pressure being exerted by the U. S. Conference of Mayors and other bodies the economy bloc probably will win out in the committee. How it will fare when the bill comes on the floor of the House is another matter. Many forces will play on the bill there, not all of them bearing a very close relationship to the needs of the unemployed.

Harris & Ewing
GLEN LEET

Before the WPA measure reaches the floor, tests of the strength of the economy bloc in regard to relief funds probably will come in efforts to raise the proposed appropriations for the National Youth Administration and the Civilian Conservation Corps.

Sharp reductions in the present WPA rolls begin in April. The total will be brought down gradually from 2,321,000 as of March 6 to 1,500,000 by June 30. It is possible of course that these reductions may bring repercussions that will be heard even in Washington. But a great many congressmen hold that last year's reductions, even more drastic than those now contemplated, were accomplished without too great anguish—that is to say to Congress—and are willing to take a chance on cutting off still more of the dog's tail. However, this is an election year and you never can tell.

APPROPRIATIONS—Although the last words will be spoken on the floor of the Senate and House and may, some of them, be spoken by the time this is read, it now seems probable that appropriations for the 1940-41 fiscal year for the Labor Department, the Federal Security Agency, and certain related independent offices will be reduced from budget estimates and in most instances from 1939-40 expenditures. Along with reductions is the elimination of practically all provisions for administrative promotions and the insertion of a provision preventing the use of any funds appropriated in the act for the pay of any employes hereafter appointed if their state of residence is already "over-apportioned."

Committee recommendations on certain of the services include:

Federal Security Agency: The bill as reported carries appropriations totaling $788,759,400. This represents a reduction of $23,887,660 from the 1939-40 appropriation and of $9,955,288 from budget estimates. Incidentally the budget figures show that Administrator McNutt has put through a number of administrative consolidations, involving the grouping of all personnel supervision and management, consolidation of all legal functions, and the institution of an office of chief clerk. The significance of these services is indicated by the proposed appropriation for the Division of Personnel Supervision and Management, which carries an item of $427,520 for personnel services alone.

Children's Bureau: A proposed increase of $44,527 in the budget has been eliminated by the committee and the $50,000 proposed for reimbursement to state and local agencies for services in enforcing the child labor provision of the Fair Labor Standards Act has been cut to $25,000.

Public Health Service: Although a cut of about half a million dollars is made in the other provisions for health services, the committee has increased the proposed budget for the Venereal Disease Division from $3 million to $5 million. No substantial change is made in the budget of the National Cancer Institute. The committee proposes to save about $144,000 by disallowing promotions.

Social Security Board: Budget estimates have been cut by $10,635,212, about $10 million of it from the amount which the board estimated as necessary for grants to the states for old age assistance. Although a saving of approximately half a million is claimed as a result of the transfer of the Employment Service from the Department of Labor, the committee holds that further economies can be made in the Bureau of Employment Security.

SECURITY FOR SOCIAL WORKERS—Sponsored by the Committee of National Non-Profit Organizations, a bill (S. 3579) has been introduced in the Senate by Senator David I. Walsh (Democrat of Massachusetts) to extend Federal Old Age and Survivors Insurance benefits to certain employes of religious and charitable organizations. This bill, now in the Senate Finance Committee, would extend these benefits to lay employes but continues to exempt "service performed by a duly ordained or duly commissioned or licensed minister of any church in the regular exercise of his ministry and service performed by regular members of religious orders in the exercise of duties required by such orders." This has the effect of continuing the exemptions of clergymen and members of religious orders attached to schools, colleges, hospitals, homes for the aged and all other charitable institutions. It is estimated that this bill would add over one million persons to those already covered. Although, as mentioned in this column last month, the National Catholic Welfare Conference has been concerned with this problem for a long time, many other non-profit organizations have been working on it, some of them as far back as 1935. This bill as introduced by Senator Walsh is the result of joint action. As a matter of strategy a companion measure is being introduced in the House amending a "going" bill.

Allen T. Burns, of Community Chests and Councils, Inc., is the acting chairman as well as secretary of the Committee of National Non-Profit Organizations, which has headquarters at 155 East 44 Street in New York City. Members include the National Council of the Protestant Episcopal Church (speaking for itself and not the whole Church), National Catholic Welfare Conference, Council of Jewish Federations and Welfare Funds, American Hospital Association, American Association of Social Workers, Community Chests and Councils, Inc., and the National Recreation Association. Other organizations which have indicated their support include the Camp Fire Girls, the Child Welfare League of America, Family Welfare Association of America, Jewish Welfare Board, National Association of Day Nurseries, National Federation of Settlements, National Probation Association and National Travelers Aid.

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The Common Welfare

Teapot Tempest

IT is hard to take seriously the rumpus over the 1940 census questions. If they violate the citizen's "sacred right of privacy," as the critics claim, then every census since George Washington's day has violated that right. Few of the questions asked this year are entirely new. Even the ones on income, about which the biggest fuss is being made, have been asked before and more searchingly than now. In 1860, for example, every citizen was required to give the value of his whole estate. Another question bitterly resented by the resenters is the one on marital status—single, married or divorced. Yet such questions go back to the 1880 census.

To be sure it is understandable that residents of small communities might be reluctant to give certain facts about their affairs to neighbors, serving as local enumerators, who are better known for their curiosity than their discretion. Against this must be weighed the importance to the nation —and that means all of us—of assembling information upon which public policies can be based.

As a matter of fact every extension of the census beyond mere nose-counting has raised a hue and cry with indignant charges of snooping, usually by members of the political party not in office at the time. Here, too, there is nothing new. After all this is an election year.

A Good Try

UNOFFICIALLY and on their own time, some seventy members of the U. S. House of Representatives, men of all political persuasions, have set out to learn, if they can, why large scale unemployment persists and what, if anything, can be done about it. Beginning late in the winter with a few puzzled men meeting twice a week to exchange ideas, the group grew rapidly. Presently it organized as the Unemployment Conference of House Members with Jerry Voorhis of California as chairman, and divided itself into twelve committees to study special phases of the subject. These committees, with from three to eight members each, include: agricultural income, farm tenancy, foreign trade, monetary and financial systems, monopoly, natural resources, public works, social security and old age pensions, taxation, technological change, trade barriers, youth.

The congressmen say that they expect no miracle in their search for an answer to our greatest single problem.

Housing for White Collars

WITH the recent passage by the New York legislature of the Desmond-Moffat bills, approval of which by Governor Lehman is confidently expected, New York again pioneers in the housing field. These bills empower savings banks and insurance companies (to the extent and under such conditions as may be laid down by the state banking board and insurance department, respectively) to invest a part of their assets in stock and debentures of any housing company organized under the state's 1939 public housing law. The savings bank or insurance concern must become the sole owners of the housing enterprise in which it invests.

Housing projects so built will enjoy partial tax exemption for a period of years during which taxes will not be levied on the value of the improvement, but will be at the rate assessed on the property at the time the new development was undertaken. Dividends are limited to 6 percent and maximum rents in the borough of Manhattan to $12.50 a room per month; to $11 in other counties of the state.

Families with incomes too high to make them eligible as housing tenants and too low to pay an economic rent, obviously will be the primary beneficiaries of this legislation. Furthermore, a suitable type of investment will be offered for the large reserves of money now lying idle in savings banks and insurance companies. That limited dividend housing is such an investment is indicated by the state commissioner's latest report, which gives average earnings of the fourteen existing projects as over 7 percent. Finally, as slums are cleared under the provisions of the new laws, tax delinquent properties may once again pay their way.

Done with Mirrors?

TWO newspaper columnists, Dorothy Thompson of the *New York Herald Tribune* and Arthur Krock of *The New York Times,* have stirred us all by—apparently—wiping out the unemployment problem with a sweep of the pen. Their widely discussed data and conclusions have more than academic interest, since the relief appropriation will soon be up for debate in Congress. And if, as these two writers contend, there are only two million, instead of nine or ten million unemployed workers in the country today, then obviously this whole business of relief (including work relief) is unreasonably inflated. Mr. Krock is more detailed in his analysis than Miss Thompson, but both writers conclude that in December 1939 there were only about two million fewer workers employed than in December 1929, counting those on the WPA rolls as employed. Miss Thompson gives as the source of her information the breakfast-table calculations of the "Grouse" who appears from time to time in her column. Mr. Krock cites a "private industrial economist." Ernest K. Lindley, writing in the *Washington Post,* has pointed out that this anonymous source closely follows, in data and conclusions, a memorandum prepared by E. E. Lincoln, a du Pont economist.

Certain points of agreement underlie the controversy stirred by Miss Thompson and Mr. Krock: the size of the working population in 1929, the increase of 10 million in the total population since 1929, the present number employed. The chief factor at issue between the "solvers" of unemployment and those who challenge their figures is the change in the make-up of the population. Statistics of birth, school registration, immigration over the decade indicate clearly that the population of working age has increased more rapidly than the population as a whole. Whereas in 1929, about 51 percent of the population was of working age, in 1939, 62 percent of the population was between the ages of fifteen and sixty-four. That they overlooked this fact was the largest (though not the only) mistake pointed out in the columnists' calculations.

The sum total of the errors is indicated by the figures of the National Industrial Conference Board. The NICB is

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one of the leading statistical agencies in the country. It has no connection with the government nor with organized labor. Its monthly totals of unemployment and employment are based on careful, long tested statistical methods, and take into account many factors, including the changing make-up in population. Last October, the NICB found the most encouraging employment situation since the summer of 1937; each month since October, its unemployment total has risen. For January 1940, the NICB set the available labor force in this country at 54,769,000, of whom 45,473,000 were employed, and 9,296,000 unemployed (including WPA workers).

Heartily as all Americans, particularly national, state and local public officials, would welcome a magical shrinkage in the unemployment problem from nearly 10 million to some 3.5 million (counting those on work relief) they face the fact that no amount of arithmetical juggling by a duPont economist or a pair of news commentators will put food in the cupboard, fuel on the hearth in the millions of American homes where the breadwinner is unemployed.

Children in the Beet Fields

AMERICANS cannot have too many reminders that the Joads and their children continue to wander our highways. Now comes the U. S. Children's Bureau, with the report of a study of 946 sugar beet laborers and their families, 41 percent of them migrants. While the data were gathered in 1935, the findings are still pertinent.

The 946 families interviewed by the investigators were performing hand labor in sugar beet fields scattered over six states, Michigan, Minnesota, Colorado, Nebraska and Montana. Of the 2014 school-age children, 670 were reported as working in the beet fields. In spite of a maximum work day of eight hours established under the production-adjustment contracts then in force, more than half the children customarily worked longer; during the beet-thinning season more than a fourth worked twelve hours or more a day. Their field work interfered with schooling: about a third of the children were being kept out of school until the end of the beet harvest, and about a tenth did not expect to enroll in school at all that year.

The earnings of the sugar beet families were found to be "very low." The median annual income for the 374 families for which there were figures for the 1935 season, was $340 per family; 29 percent of the families had less than $200 per family, 22 percent had $600 or more. Seven eighths of the families managed to earn a little supplementary income, averaging $51 a year. Over 60 percent of the 946 families were on relief for a part of each year.

Reversal

IN a unanimous opinion the U. S. Court of Appeals last month reversed a previous decision of the District of Columbia Federal Court by ruling as valid the grand jury indictment brought late in 1938 against the American Medical Association, two local medical societies and twenty-one physicians, for unlawful combination in restraint of trade. [See *Survey Midmonthly,* January 1939, page 16 and August 1939, page 247.] Next step in the legal battle is an appeal to the U. S. Supreme Court. In spite of the contention of AMA spokesmen that the fundamental issue in the case is "whether or not our democracy . . . is capable of meeting the needs of civilized man," the only question before the court was whether the practice of medicine can be construed as a "trade" under the meaning of the Sherman Anti-Trust Act. In ruling that it could, the court quoted the decision of an English jurist in a case involving the British Medical Association: "It may well be that the decision I have just made will destroy the cogency of the defendants' scheme of boycott; but it leaves them with the safer and more kindly weapons of legitimate persuasion and reasoned argument."

John H. Finley

WHEN, in December 1937, we celebrated the silver anniversary of Survey Associates, the editor of *The New York Times* brought to his place at our speakers' table a bound volume of the *Charities Review,* of which he had been editor in the early '90s. As this was later merged with *Charities,* and that with *The Commons* to become *The Survey,* Dr. John H. Finley stood for more nearly fifty than twenty-five years of our history. And this was but one strand, a minor one, in a skein of seventy-seven years that ran to his death last month. His life epitomized, as few lives have, the variety and lift in American civilization from the Civil War on.

His work as author and journalist ranged back to the case of hand-set type he kept in his office. Here, too, were the walking shoes of an indomitable pedestrian and a globe with its tracings of pioneer flights from the days of the Wrights on. The Middlewest, the classics and the Scriptures were keys to his approach to life. In *Who's Who* a column is packed with honorary degrees that registered his impact on education and scholarship; with other honors that had come to him here and abroad; with the names of organizations which had enlisted his participation in wide fields of human concern. He was in his late twenties, after graduation from Knox and postgraduate work at Johns Hopkins, when he was called to New York in 1889 by Louisa Lee Schuyler, founder of the State Charities Aid Association. In his three years as secretary (Homer Folks succeeded him) he won his spurs as an initiator and organizer of public interest and action. The work itself, paralleling, sustaining, criticizing legislation and administration in fields of what we now call the public welfare, was of a pioneering sort more pertinent than ever today.

And So On . . .

ON Mother's Day, May 12, the Maternity Center Association will celebrate the tenth anniversary of its nationwide campaign to make maternity safe. In the decade during which the association has been doing its bit to educate the public on the importance of pre-natal care, the maternal deathrate has dropped from 67 per 10,000 live births to approximately 40. • • A survey of housing needs in the United States in relation to opportunities for reemployment is announced by the Twentieth Century Fund, New York, under the sponsorship of a special committee of economists, "housers" and other experts. Miles Colean, recently with the Federal Housing Administration, will direct the research. • • The birth control movement had a setback last month when the Connecticut state supreme court upheld the state's anti-birth control law. The decision held a lower court in error in sustaining the contention of two doctors and a nurse that a physician may prescribe contraceptive measures for the health of a patient.

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The Social Front

The Insurances

A SHARP increase in unemployment and hence in unemployment benefit claims and payments during the month of January was reported last month by the Social Security Board. Benefit payments rose more than 34 percent over the previous month to a total of nearly $41 million. Claims received represented the highest monthly volume since May 1939. As a result of the general drop in employment, all but two states—Oregon and Maine—reported an increase over the previous month in the amount of benefits paid. The total was 3.7 percent higher than the figure for January 1939. The total number of jobs filled by the public employment offices also decreased, largely due to a 32 percent decline in placements in temporary jobs. More than 1,500,000 applications for work were received by the public employment offices during January, an increase of 23 percent over December and nearly 12 percent higher than January 1939. As a result of the increase in applications and the drop in placements, the number of persons registered with the employment offices as active job seekers rose to six million. This was 5.5 percent more than the number registered at the end of December 1939, but represented 1,400,000 fewer persons than the figure for January of last year.

Minnesota Survey—The question of just who is aided by unemployment compensation was partly answered by a survey made by the Minnesota unemployment compensation division during one January week. In that sample period about one fourth of the claims were filed by women. More than half the women and more than 40 percent of the men were under thirty years of age. The largest age group was of claimants twenty to twenty-four years of age, which included over 19 percent of the total. About one third of the claimants were forty years of age, or over. This survey shows that, in general, unemployment insurance is more important to younger workers, and to workers "in the prime of life" than to the older employes.

Merit Rating Opposed—In a report revealing a 5-3-1 difference of opinion among its nine members, the New York State advisory committee on unemployment insurance recommended that the legislature reject all proposals for the establishment of a "merit rating" system in unemployment insurance. The majority was made up of the chairman of the council, one public representative, and all three labor representatives. The three employer representatives urged approval of merit rating in the present legislative session, but did not support the pending Young-Wadsworth bill. The ninth member set forth her belief that the principle of merit rating is a sound one "from the standpoint of equity and justice," but advocated further experience before adopting a merit rating system. The report was made public on the eve of a public hearing on the Young-Wadsworth bill, under which unemployment compensation taxes would range from .5 percent of payroll to 3 percent, depending on the volume of unemployment for which each employer drew on the unemployment insurance fund. As the session closed, a bill was passed cutting the payroll tax and carrying a merit rating section. The governor vetoed a merit rating bill last year.

Chrysler Case—A referee's ruling has overturned the decision of the Michigan state unemployment commission, and declared that nearly $3 million in unemployment compensation should be paid to 27,000 of the 50,000 employes of the Chrysler Corporation who were thrown out of work by a prolonged strike last fall. The ruling excluded from compensation about 23,000 employes of three plants in which the strike occurred, and who were considered "directly interested" in the dispute. Press reports indicate that intervention of the Michigan Manufacturers Association in pending legislation growing out of the strike is likely to bring about an appeal from the referee's decision.

Maritime Workers—In a ruling by the New York unemployment insurance appeal board last month, it was held that all maritime workers except members of ships' crews are covered by the unemployment compensation law of that state. The decision affected several thousand workers on barges, dredges, and scows.

Suggested Changes—The current number of the *Social Security Bulletin* outlines six changes which Arthur J. Altmeyer, chairman of the Social Security Board, states could be made in existing unemployment compensation laws. Mr. Altmeyer holds that if present benefit formulas remain unchanged and accumulated surplus funds are used as an argument for tax reduction rather than for more liberal benefit payments, "the very purpose of the unemployment compensation system would be nullified." He proposes: reduction of the waiting period to one week; minimum benefit payments raised to at least $5 per week in all states; the weekly benefit rate increased, and the maximum raised to at least $20 a week; the duration of benefits lengthened, with a uniform maximum period of sixteen weeks to all eligible claimants in states with sufficient funds; benefits for partial unemployment in all states; eligibility and disqualification provisions of state laws simplified to permit more prompt payment of benefits.

Record and Report—The papers on unemployment compensation contributions, benefits and reserves, presented at the December meeting of the American Statistical Association, are now available in a 78-page pamphlet from the Research and Statistics Division, Social Security Board, Washington, D. C. . . . The same agency offers as its Bureau Report No. 4, a discussion of "Seasonal Workers and Unemployment Insurance in Great Britain, Germany and Austria," by Franz Huber, covering legal provisions and administrative practice through 1938. From the superintendent of documents, Washington, D. C. Price 20 cents.

Relief

TWO important relief studies which experts have been organizing for some time are now underway, that of the National Resources Planning Board [see *Survey Midmonthly*, December 1939, page 376] and that of the Brookings Institution. The Planning Board through its technical committee on long range work and relief policies, William Haber, chairman, has begun a comprehensive examination of the past decade's governmental experience in relief. The completed study will appraise present programs and policies in regard to adequacy, efficiency and effect on the national economy. Field work for the project, which may also include some state and local inquiries, is expected to require about a year. The director of research is Prof. Eveline M. Burns of Columbia University who will be assisted by a staff now in process of organization. Staffs of the federal agencies concerned in the study are aiding in the assemblage and analysis of data. Also cooperating is the American Public Welfare Association.

The Brookings Institution's study also is to be concerned with the social, eco-

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nomic and administrative aspects of relief on the national, state and local levels. Eleven areas in which there are universities or special research agencies that have inquired into the problem have been selected for the state and local studies, which will be conducted by the local groups and designed to show how the various parts of relief programs are working out. Research on the national level is being carried out by the institution's staff at Washington and will cover the available material for the country as a whole. The field work of this study also is expected to be in progress for a year. Organization of the project has been under the direction of Lewis Meriam and Myer Jacobstein. Melvin W. Sneed, director of the division of research and statistics, Missouri Social Security Commission, is a member of the central research staff.

From Missouri—Missourians who "have to be shown" when they hear references made to the low relief standards of their state might be referred to the statistics assembled for the special committee on relief of the Missouri Association for Social Welfare which reveal that average relief grants in the state are half the average in the country as a whole. Missouri's grants, except in rare cases, go only to "unemployables." Relief in urban areas within the state is particularly below standard. Of fourteen cities listed by the Social Security Board, St. Louis is third from the bottom in its average grants [see *Survey Midmonthly*, February 1940, page 71], but there is no city on the list with an average as low as St. Louis County, Kansas City, Springfield or St. Joseph. Only 4 percent of the relief expenditures in the state are local funds, none from Kansas City or St. Louis. Last month there was $1,069,520 left from the 1939 legislative appropriation and local contributions to carry the 25,000 cases through the balance of 1940. At the present rate of expenditure the funds will be exhausted at the end of June.

In New York—Three reports on relief in New York City were issued last month. The first, the result of inquiry into the administration of relief ordered by the mayor a year ago, absolved the Department of Welfare from charges of improper enrollment of relief clients and of being dominated by the Workers Alliance. The inquiry was conducted under the direction of William B. Herlands, commissioner of investigation, with the assistance of a staff that analyzed 2907 cases "selected according to accredited statistical sampling methods." Said Commissioner Herlands in his preface to the report: "It was discovered that although eligibility had been established *prima facie* in each one of the 2907 cases, there were some in which eligibilty had not been established as conclusively as in others."

A report on the results of an occupational inventory of the city's home relief population was submitted to the mayor by Welfare Commissioner William Hodson. The statistics revealed that out of 192,368 persons over sixteen years of age on the relief rolls, 69,792 persons from 59,550 families were eligible for WPA employment. Most frequent type of employment experience among the "eligible" was "general service," embracing domestic workers, porters, watchmen and the like. Over 8000 of the employables had never had a job.

Another report submitted by Commissioner Hodson covered the activities of the Department of Welfare during the eighteen months between January 1, 1938 and June 30, 1939, a period marked by the completion of the department's reorganization made necessary by the absorption of the old Emergency Relief Bureau. During the period the merit system was extended from 1160 to 8208 positions, the department's various divisions granted assistance to more than a million persons.

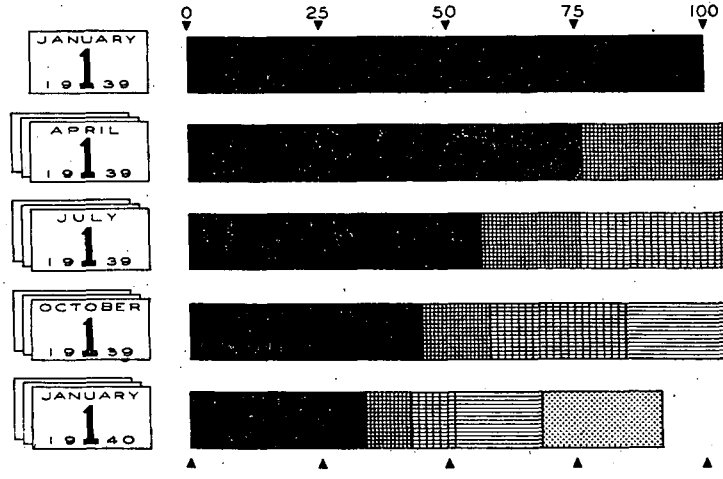
Modified—Pennsylvanians with legal settlement who leave their state in an "honest effort to obtain employment" may be accepted for relief upon their return, according to a recent ruling of the State Department of Justice. Pennsylvania's public assistance law specifies two years of residence immediately preceding application as a requirement for relief. The modification was defended as being in line with "legislative intent to encourage employment."

READING ROOM

Stop-Gap—Drastic reductions made in California relief grants in February and March were restored at the end of last month, but special services and administrative expenses have remained curtailed. The budget reductions were necessitated by the legislature's act in earmarking for the period February 15 to June 1 the stop-gap appropriation made before its adjournment to May 13. Only $5,500,000 of the $12,200,000 "stop-gap" was allowed for the last half of February and the month of March, a 35 percent reduction from the amount estimated to carry the program through that period. The remainder of the money was to be divided into $3,500,000 for April and $3 million for May. Rather than disrupt the administrative organization by immediately halving the staff and eliminating special programs overnight—steps necessitated if budget cuts were to be avoided—the State Relief Administration decided to make budget cuts at once and gradually restore them as administrative reductions could efficiently be made. Accordingly the relief checks for the last half of Febru-

1939 TURNOVER IN GENERAL ASSISTANCE ROLLS

CASE LOAD FIRST OF EACH QUARTER CLASSIFIED BY QUARTER OF OPENING • CASE LOAD JANUARY 1, 1939 = 100 PER CENT



SOLID SEGMENTS REPRESENT CASES OPENED PRIOR TO 1939 AND STILL ON ROLLS
SHADED SEGMENTS REPRESENT CASES OPENED EACH QUARTER DURING 1939 AND STILL ON ROLLS

Turnover statistics on relief, when available, usually refute the common assumption that there is now in this country a relief "class." Recent reports from Pennsylvania's Department of Public Assistance show that of 521,000 cases on the general assistance rolls at some time during 1939, only 15 percent received grants throughout the year. Approximately 12.5 percent of the total case load were classified as "unemployable" and might be expected to be permanent. The above chart, a graphic illustration of the mobility of relief rolls, was taken from the January issue of *Pennsylvania Public Assistance Statistics*.

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ary were 40 percent under their usual amounts; on March 7 they were increased so that they were only 30 percent under par; on March 26 they were back to normal. In the meantime cuts were made in administrative expenses, contributions to federal programs, and in the SRA works program.

The $12,200,000 appropriation was passed over the veto of Governor Olson who had requested $19 million for the period. The same legislative act changes the residence requirement for relief eligibility from one to three years. The governor also vetoed a bill returning the administration of relief to the counties [see *Survey Midmonthly*, March 1940, page 104] but the legislature took no action on this before adjournment.

CCC—During this month the Civilian Conservation Corps will enroll 65,000 young men for its camps. Some 170,000 applications are pending. The April enrollment will bring the corps up to 280,400, some 19,600 less than a year ago.

Jobs and Workers

PROPOSAL for a national mediation board is embodied in a bill introduced into Congress by Senator Robert F. Wagner of New York, author of the National Labor Relations Act. The bill would create in the Department of Labor a board of three members, designed to assist employes and employers in settling their common problems by direct negotiation, mediation and voluntary arbitration. The NLRB has no authority to mediate disputes, and is concerned solely with the "unfair labor practices" defined in the act, and with the establishment and maintenance of collective bargaining. Many strikes, however, arise from disputes other than those relating to collective bargaining, and occur after collective bargaining is established. The new bill carries no penalties and no compulsions, does not provide for subpoena power, and fixes no waiting period to stop strikes or lockouts. Its proposed processes, entirely voluntary, are viewed by Senator Wagner as "an essential step in the fullest development of federal machinery to achieve a maximum of industrial peace within the framework of the American system."

Workers' Education—The Affiliated Schools for Workers has changed its name to the American Labor Education Service, but has retained its headquarters at 437 West 59 Street, New York. The organization was formed in 1926 as a federation of the various resident summer schools for workers. The change in name expresses a gradual change in scope and activity. The service will continue to maintain advisory services for unions and for workers' education groups, a teachers' registry and teacher training, to conduct regional educational conferences, and to publish pamphlets, outlines and bibliographies on labor topics. The annual report of the director, Eleanor Coit, covering the work of the past year, describes cooperation with groups in forty-seven states.

The annual report of the Southern Summer School for Workers, Louise Leonard McLaren, director, covers not only the six-week session held at the Asheville Teachers College, but also the year-round work of the school. This includes the building up of workers' education councils in southern centers, a traveling loan library of books and pamphlets, regional conferences on workers' education, field trips by the director, and cooperation with organized labor.

Maritime Labor Board—Five fundamental recommendations for a federal policy on maritime labor issues are offered in the annual report of the Maritime Labor Board, of which Robert W. Bruère is chairman. The report suggests: collective bargaining on vessels owned or leased by the government; protection of the right to strike while in safe harbor; denial of subsidies to ship owners who violate the Wagner act; voluntary mediation of disputes between maritime employers and employes; jurisdiction over representation cases by the board or its successor. In counseling the universal use of union hiring halls, the Maritime Labor Board's report criticized the Maritime Commission for not permitting unionization of seamen on government operated vessels and for refusal to recognize union hiring halls "which have been generally accepted by maritime employers." As to the continuance of its work, the board holds that "present unsettled labor conditions in the maritime industry make it desirable that there should be a specialized federal mediatory agency with functions similar to those of the Maritime Labor Board."

By Peaceful Means—Pointing out that no set rule can be laid down as a method of procedure for labor mediation, the third annual report of the New York State Board of Mediation defines "five main distinguishing steps": to ascertain the facts of the controversy; to discover the exact positions of the respective parties to the dispute—"positions not always confided to the adverse side"; to create an atmosphere likely to encourage rational discussion; "to stimulate the imagination to an understanding of the adversary's problems"; "to suggest new solutions or compromises to which both parties can agree." During the past year, the board, working along these lines, has considered 310 disputes submitted to it for mediation, of which it adjusted 280. A total of 89,012 employes were involved in these disputes. The board also received 531 disputes for arbitration, 67 of which were settled before the award, 27 withdrawn, and 437 settled by the arbitrator's award. The board also considered 219 cases which it referred to other agencies, and received 285 submissions which were not within its jurisdiction nor within that of any other governmental agency. There were 168 unions participating in mediation; 52 percent of them AF of L affiliates, 42 percent CIO affiliates, and 6 percent independent. Fewer unions (137) participated in arbitration: 65 percent of them CIO organizations, 33 percent AF of L, 2 percent independent. New York is one of thirty-three states now having legislation relating to mediation and conciliation. During the last year, six state legislatures defined and enlarged the mediation activities. William H. Davis is chairman of the New York Board.

EWAN CLAGUE

After three years as director of the Bureau of Research and Statistics of the Social Security Board, Ewan Clague has been stepped into the position of director of the board's Bureau of Employment Security which deals with unemployment insurance and job placements. In a manner of speaking he succeeds R. Gordon Wagenet who resigned early in the year as director of the Bureau of Employment Compensation with which the employment service now has been merged under the new name.

Silicosis—The contract settling the strike at the Harbison-Walker Refractories plant in East Chicago, Ind. [see *Survey Midmonthly*, February 1940, 74], is largely concerned with plans for removing the causes of silicosis in that

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plant. The union claimed that between 1927 and November 2, 1939, when the strike was called, at least seventy-two workers for that concern had died of silicosis. The company makes oven bricks for steel mills, and operates twenty-two plants in various sections of the country. The strike settlement calls for the establishment of a six-member safety committee, half employe and half employer members, which is to meet monthly to discuss methods of reducing hazards. The agreement also provides for X-ray examination of all members of the regular working force immediately, with periodic examinations as deemed necessary by the State Board of Health. Medical care for workers who contract silicosis, and installation of mechanical equipment to lessen the dust hazard are also included in the contract. . . . Equipment for the control of silica dust in the Barre, Vt., monumental granite quarries has been partially completed. By June 1, a spokesman for the union says, all dust-creating tools used in these quarries will be equipped to control the dust hazard.

Record and Report—The National Popular Government League, Takoma Park Station, Washington, D. C., has issued a 57-page description, "The TVA Labor Relations Policy at Work," by Judson King, as an example of "successful cooperation between public power and organized labor in the public interest." Price 25 cents. . . . An inventory of the occupations, age and sex of nearly 400,000 workers registered with the New York State Employment Service in December 1939 is made available in a report by the Bureau of Research and Statistics of the Division of Placement and Unemployment Insurance, 342 Madison Avenue, New York. Meredith B. Givens is director of the bureau. . . . "The Supplement to the Annotated List of Pamphlet Material for Workers' Classes," by Orlie Pell, includes several hundred titles published since 1938. From Labor Education Service, 437 West 59 Street, New York. Price 10 cents.

Cooperatives

NOW that the Farm Bureau Life Insurance Company has a license to operate in the state, New Yorkers can take out life insurance in a company organized on a cooperative basis. Starting in March 1936 with a total insurance coverage of some $15 million held by approximately 16,000 policy holders, this company has grown until at the end of November 1939 it had underwritten over $30 million worth of insurance for nearly 25,500 consumers. It now operates in Ohio, Pennsylvania, Vermont, Maryland, North Carolina, West Virginia, Delaware, Virginia and the District of Columbia. A sister company, the Farm Bureau Mutual Automobile Insurance Company, operating for thirteen years, has become the fifth largest mutual casualty company in the United States.

Salvaged—The compilation of a catalogue of all literature on cooperatives, one of the WPA projects to go down under the economy axe, is being completed by the U. S. Bureau of Labor Statistics. There is a possibility that an "encyclopedia of cooperation" may also be published.

Theory and Practice—A special four months' intensive training in food store operation is offered this spring at the Rochdale Institute, 167 East 12 Street, New York. The students will be divided into two groups alternating academic work at the institute with practical internship in modern cooperative stores in and near New York and the testing kitchen of the Eastern Cooperative Wholesale. The school, chartered by the University of the State of New York, is now in its third year. Evening lectures on "Turning Points in Consumer Cooperation" are open to the general public.

Refineries—At the fifth annual meeting of the Consumers' Cooperative Refineries, Ltd., in Regina, Saskatchewan, announcement was made of sales during the past year totalling more than $1,000,000 and patronage dividends of $137,000. Encouraged by these figures the delegates voted to form a cooperative credit organization to serve as a bank for the refinery and its 145 member associations. . . . The Cooperative Refinery Association is the first cooperative venture in this country to make high test gasoline. It is a subsidiary of the Consumers Cooperative Association, a wholesale owned by 450 retail co-ops in ten midwestern states, with headquarters in North Kansas City, Mo. The refinery, geared to handle 3000 barrels of crude oil every twenty-four hours, produces approximately 88,000 gallons of refined fuels, about 40 percent of CCA's requirements. A seventy-mile pipeline brings the oil from wells to refinery.

Films—"A House Without a Landlord," a 16 mm. silent motion picture, shows the growth, development and activities of the Amalgamated Cooperative Apartments in New York City, America's largest cooperative housing project. . . . Another film by William Rogers, producer of the picture on the Nova Scotia co-ops [see *Survey Midmonthly*, July 1939, page 225] is promised in the near future. Its subject is Swedish consumer and marketing cooperatives. For information concerning rental of these pictures inquire of the Cooperative League, 167 West 12 Street, New York.

A Co-op Town—By the transfer of ownership of consumer services from the Consumer Distribution Corporation to residents, Greenbelt, Md., becomes a model cooperative town operating on the Rochdale system. Since 1937 when the town was built by the Resettlement Administration, CDC has been conducting a number of businesses on a non-profit basis—a self-service grocery store, a meat market, a drugstore, a gas and oil station, beauty, valet, and barber shops, a variety store, a theater. A long range educational program has been in progress to train residents in assuming responsibility. The townspeople now have raised capital and acquired ownership of the enterprises, with a business volume approximating $350,000 annually.

The Blind

IMPROVED vision following regular treatments provided in Kansas for recipients of aid to the blind, resulted in 124 persons leaving the rolls last year. Under the Kansas program, which is not compulsory, the patient may make his own choice of ophthalmologist from an approved list.

School Eye Survey—Scholastic failures fell off 60 percent in a school in Ohio after a change in the school's lighting system and reorganization of work schedules and leisure time activities. The changes were inaugurated following a school eye survey, which revealed a high incidence of eyestrain among the younger children, of myopia among the older ones. School eye surveys in Ohio are a cooperative project of the State Commission for the Blind, the State Departments of Health, Welfare and Education, and county health and welfare agencies. They include examination, diagnosis, treatment and follow up work in clinics and sight saving classes.

What They Are Like—A recent report prepared by the Bureau of Research and Statistics of the Pennsylvania Department of Public Assistance gives data concerning the social characteristics of the 2171 blind pensioners coming on or leaving the rolls during the year ending July 1939. The typical pensioner is about seventy-four years of age, married or widowed, living with spouse or relatives, and having no regular cash income other than the $30 monthly pension for the blind, though the law allows an outside income up to $70 per month. [See *Survey Midmonthly*, April 1939, page 120.] Women outnumbered men, five to

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four. Most of the outstanding characteristics are either direct results or natural correlatives of old age. Of sixty-five pensioners gainfully employed, eighteen had sheltered employment, twenty-seven were self-employed, twenty employed by others. Almost half of the employed were sixty years of age or older. Less than 2 percent of the pensioners "had accepted arrangements for education," most of these among the younger age groups. During the year, 1542 cases were discontinued: 77 percent by death, 10 percent because of improved vision. About 2 percent became self-supporting. The rest were dropped from the rolls for miscellaneous reasons.

Toward Integration—Convinced that progress in prevention of blindness in New Hampshire was being impeded by lack of integration of the programs of the State Departments of Health, Education and Welfare, an interdepartmental committee arranged a two-day conference of the department heads, together with representatives of the National Society for the Prevention of Blindness, the U. S. Public Health Service and the Social Security Board, to consider all sight conservation services being carried on in the state. Pooling of resources is the hoped-for outcome.

Output of the Blind—Last year thirty-five sheltered workshops for the blind in twenty-two states filled government orders for 46,461 deck swabs, 124,061 whisk brooms, 1,288,931 pillow cases, and various quantities of other articles. This year the National Industries for the Blind is arranging the delivery orders of felt and innerspring mattresses, ironing board covers, wall, floor and short string mops, and is looking for additional articles that can be made by the blind in sheltered workshops. One chain store system is taking the entire rubber-mat output of five shops.

Good Record—Only ninety cases of ophthalmia neonatorum, commonly known as babies' sore eyes, in a total of 230,000 births, occurred in Illinois during 1937 and 1938, according to reports of the Illinois Society for the Prevention of Blindness. Ever since Illinois passed a law, six years ago, requiring the use of silver nitrate or a satisfactory equivalent in the eyes of babies at birth, the society has checked carefully the records of all births in the state, and whenever a physician or midwife has failed to use the prophylaxis or even failed to record having done so, has notified the authorities and urged them to take disciplinary action.

Quality Sign—The trade name of "Handcrest" tells shoppers in the state of Washington that the basket or bowl, handwoven necktie or scarf offered for sale, has been made by a blind person under conditions guaranteeing articles of high quality. A program of vocational guidance and training lies back of this. When a blind worker can make a commercially perfect article at a speed which will permit him to make a living, estimated to be $3 a day for a seven-hour day if working in his own home, he receives the necessary equipment and material from Handcrest, Inc., a non-profit corporation of interested volunteers, which handles orders and sales.

About Migrants

RADIO and press have joined the movies in rising to the challenge thrown out by John Steinbeck's novel of the California migrants, "The Grapes of Wrath." Sparks flew over the air last month in a broadcast of the "Town Hall Meeting of the Air" in which the question under consideration was "What can be done about the Joads?" Though there were four speakers all told, the meeting turned into a hot debate between Carey McWilliams, chief of the division of immigration and housing of California, and Philip Bancroft, a member of the executive-committee of the Associated Farmers of California, each denying the other's facts and figures. The representative of the Associated Farmers, disturbed over the rise in California taxes, suggested that residence requirements for relief should be raised from one to three or five years, apparently unaware that the legislature had already bowed to this opinion. Mr. McWilliams offered a five-point program calling for a study of the problem by a Presidential commission; reestablishment of the Federal Transient Service; extension of the provisions of federal labor legislation and the Social Security Act to include workers on industrialized farms; organization of the farm laborers so that they might negotiate on some basis of equality with the organized farmers; the resettlement of migrants on land of their own under scientific direction, preferably on a cooperative basis.

Last month also the *New York Times* featured the California migrant problem in a series of six dispatches sent in by Byron Darnton, "spot" reporter. Mr. Darnton left no stone unturned in his effort to find all the pieces of the complex puzzle created by the latest western migration. He visited employers, migrants and federal and state officials throughout the famous San Joaquin valley. Among them he found good and bad employers, good and bad migrants, figures in a picture as confused as a surrealist's nightmare: a continued trek to a promised land overflowing not with milk and honey but with unemployment, unsanitary living conditions, endless labor conflicts. The reporter also went into Arizona where he found employers on whom he laid much of the blame for the continuation of the movement, for it is in Arizona that the much discussed handbills and newspaper ads for farm laborers originate. There he saw cotton pickers, called in from Oklahoma and Arkansas, left destitute after the short cotton picking season and now preparing to move on to California. In mingling with the farm laborers the newspaperman uncovered little evidence to confirm the Associated Farmers' contention that migrant workers are "dangerous" labor agitators; on the contrary, he found that their background of individualism makes them "a conservative lot" thinking not of "marching on Sacramento" but only of "getting a little piece of ground."

Advice—"Stay At Home and Like It" is the title of the 1939 annual report of the Travelers Aid Society of Baltimore. The theme is based on the society's observations that there is no "definite objective in the minds of most Travelers Aid clients either of purpose or of destination" and that many wanderers are unaware of the larger opportunities at home.

Toward Action—The entire California delegation in the House of Representatives last month petitioned the Rules Committee for a hearing on the Tolan resolution. Introduced over a year ago by Representative John H. Tolan, the resolution calls for an investigation of "the interstate migration of destitute citizens" and for a study of the economic and social needs of indigent persons who have crossed state lines. Said Congressman Tolan in submitting the petition: "The responsibility of the national government in the alleviation of the hardship, and the rehabilitation of farm families in the states of origin, should be isolated, appropriated to and discharged."

Perspective—A comprehensive study of the problem of the "non-settled person in the community" is provided by the Russell Sage Foundation, 130 East 22 Street, New York, in its new monograph, "Migration and Social Welfare," by Philip E. Ryan. (Price 50 cents, less in quantity.) Though no panacea emerges from the study it affords a clear perspective of an often emotionally clouded subject, through consideration of the historical significance of migration, the forces behind present day migration, the specific problems which arise when "migrant meets community." Throughout, a balance is maintained between the migrant's and the community's viewpoints. In the

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discussions of proposals to alleviate the critical conditions caused by over-migration into certain areas, Mr. Ryan never loses sight of the positive values inherent in the American tradition of moving on to greener grasses, nor of the necessity of preserving the initiative on which such a tradition is based. He suggests, however, that much "wasteful movement" could be prevented through controls—economic and social improvements at the sources of migration; guidance of population movements through attractions in places where repopulation is feasible from a long range point of view and through present direction to specific job opportunities.

One point is stressed on which all factions concerned with migration seem to be agreed: that the problem requires federal action. Successful federal demonstration programs already underway are described—cooperative farms and subsistence homesteads acting as deterrents to migration in points of origin; federal camps and the Farm Security Administration's health program [see "Medicine Follows the Crops" by Rosamond C. Timmons and Clarence J. Glacken, *Survey Midmonthly,* March 1939] for those families who moved on only to face destitution in unwelcoming states. The need for coordination of the different agencies of the federal government is brought out while the inactivity of the subcommittee on migration of the Interdepartmental Committee on Health and Welfare is deplored. [See *Survey Midmonthly,* January 1939, page 7.] The monograph concludes that there must be joint planning between public and private agencies, national, state and local, for the "benefit (of) all concerned —the migrant, the community, the nation as a whole."

Constantly breaking through the cool, scientific detachment of the author is his deep concern for the miserable plight of those families who have found that being a man without a settlement is comparable to being a man without a country. Over and over he urges the ironing out of settlement law discrepancies among the states and the setting up of a new public assistance category for general relief based on federal, state and local cooperation. How distant is his goal can be judged by the recent act of the California legislature lengthening residence requirements for relief eligibility. [See "Stop-Gap," page 137.]

FSA Report—Federal steps to aid migrant farm laborers are urged in the 1939 annual report of the Farm Security Administration. Specific suggestions included the extension of federal shelters which would afford a measure of employment to tide the workers over between seasonal jobs and a chance for their children to attend school. Already 30,000 farm "refugees" are living in thirty-two federal camps in California, Oregon, Washington, Idaho, Arizona, Texas and Florida. The report estimates that from 200,000 to 350,000 migrant farm families derive their annual income of $250 to $450 from seasonal work on mechanized farms.

Concerning Children

NATIONAL Boys and Girls Week this year is scheduled for April 27-May 4. Purpose of the annual observance, sponsored by a long list of prominent persons, is to focus attention upon the problems of boys and girls within communities. This year the week will be divided into recognition day, a day in the churches, a day in the schools, vocational day, health and safety day, citizenship day, a day in entertainment, a day out of doors. For program suggestions inquire of the National Boys and Girls Week Committee, 35 East Wacker Drive, Chicago.

New—Children from anywhere in Indiana are admitted to the recently opened child study and guidance clinic of the James Whitcomb Riley Hospital for Children in Indianapolis. The clinic, whose purpose is the study and correction of personality maladjustments in children, operates in cooperation with child welfare agencies and physicians throughout the state.

Survey of Crippled—Illinois has a total of 32,000 crippled children, according to figures gathered by the State Welfare Department's division of handicapped children in cooperation with the WPA. Approximately 15,000 of these children live in Chicago. Data on 12,568 cases outside Chicago show the most frequent type of orthopedic handicap to be residual infantile paralysis; next most frequent, spastic paralysis. More than 80 percent of the children are under the care of some organization.

In Print—"Child Welfare Legislation, 1938" published by the U. S. Children's Bureau, contains a summary of all the laws concerning children passed that year in Puerto Rico and in the twenty-two states which held legislative sessions, as well as those passed by Congress. Price 10 cents from the superintendent of documents, Washington, D. C. . . . The Children's Bureau has also published a folder, "Community Social Services for Children," which lists simple standards for the protection of dependent and neglected children, types of services that should be available for physically or mentally handicapped children and children born out of wedlock, methods of prevention and treatment of juvenile delinquency. On request from the bureau, Washington, D. C. . . . Seven more pamphlets on child rearing problems have been prepared by Dr. Ernest G. Osborne with the assistance of a WPA clerical and research staff, bringing the series to twenty-four in all. The new pamphlets cover the subjects "At School for the First Time," "Homework," "Disobedience," "Children and Household Routine," "Children and Books," "Stealing," "Brothers and Sisters." Price one cent each from Teachers College, Columbia University, New York.

Feebleminded—Three counties in Minnesota are planning to undertake a census of the feebleminded through the schools. One, Renville, already has drawn up plans for procedure with the aid of the state advisory committee on feebleminded. For purposes of the census, the advisory committee has defined as feebleminded "all children who are not expected to go above I. Q. 70 (mental age, eleven years) at the age of sixteen and all persons sixteen or above who already test below 70 (mental age, eleven years)." Objectives of the census are: to determine the county's potential feebleminded; to find a basis for the formulation of a vocational guidance program and other social services; to find out whether county personnel for such services is adequate; to collect facts to be used with possible future county surveys for selected "spotting" of the state and consequently as a basis for state educational and social planning, and also to be used as a basis for requests for educational and social legislation and appropriations.

Social Action—A struggle to obtain a detention home for children kept over night by the police or by the probation department resulted in victory for San Antonio (Texas) social workers. Though the detention home is not as yet a physical reality the county court, at the urgent request of the San Antonio Coordinating Council, recently appointed a committee "to take the necessary steps" toward the acquisition of a building for this purpose. Next step on the council's "program for juveniles" is a move toward the separation of dependent from delinquent children in county homes.

Indifference—Children who travel from county to county in Pennsylvania to enter institutions tend to remain institutionalized twice as long as local children although they present the same problems. This fact was brought out in a recent study of children under public care in Allegheny County (Pittsburgh) where over 1000 institutionalized children come from fifty-two other coun-

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ties. From this fact the *PCA Herald,* monthly bulletin of the Public Charities Association concludes: "For most of these children, so far away from their home communities, no one is actively planning and working toward their return to community living." Only twelve of the state's smaller counties from which these children have come have taken advantage of the federal money available for child welfare services.

ADC—Pointing out that Connecticut has been spending $600 to $700 a year per family as "widow's aid" the Hartford Public Welfare Council recently renewed its campaign for state compliance with the Social Security Act's requirements for aid to dependent children. Though the annual cost of ADC would be higher than the $793,617 spent on widow's aid, half the expenses would be met by the federal government and more families would benefit. There are still seven other states without ADC programs—Illinois, Iowa, Kentucky, Maine, Nevada, South Dakota, Texas. . . . In Minnesota during the past fiscal year, 18,904 children received $2,889,257 as aid to dependent children while 66,381 old persons received $16,153,000 as old age assistance. Thus the dependent old persons, who were 3¼ times as numerous as the dependent children, received 5½ times as much money.

Memorial—Attempts are being made to establish a Grace Abbott memorial in Mitchell, S. D., to take the form of a temporary home for children for whom foster homes are being found. Backing the movement is the Rev. J. O. Patterson, rector of St. Mary's Protestant Episcopal Church, Mitchell. At present in South Dakota many children who have to be removed from their families quickly must be sent to a school for delinquents.

Community Affairs

TO simplify their community's method of social welfare coordination and community planning the Richmond (Virginia) Council of Social Agencies and the Committee on Organization of Social Forces recently merged to form the Richmond Community Council. The new council differs from most similar organizations in containing provisions for the inclusion in its membership of civic, religious and fraternal groups as well as social agencies. Each agency and organization is represented on the council by two delegates, with the number of such delegates matched by members elected from the community at large. The council operates through divisions on health, crime, child welfare, adult dependency, recreation and education, race relations, religious forces, social service exchange, central application bureau, volunteers, housing, social welfare interpretation, neighborhood councils and summer camps. There are also standing committees for professionally interested persons on case work, group work, institutional management, research, community planning, professional training, finance and social service. Elwood Street, director of the Richmond Community Fund, who has been executive secretary of the Council of Social Agencies and director of the Committee on Organization of Social Forces, is the director of the new council.

Human Needs—Last month, New York City's Welfare Council and the Greater New York Fund called together a "one day conference on human needs," at which the total attendance came to some 1500. Social workers, students and laymen met together in three discussion groups to consider problems of health, family and child welfare, recreation. One point which stood out in the health and family welfare groups was a recognition of the aging character of the population indicated by an increased concern over chronic diseases of the aged and with social services for old people. The leisure time discussion centered on the need for coordination of planning among public and private recreation agencies and called for a full utilization of public facilities such as schools and parks. The conference ended in a dinner designated as the annual meeting of the Welfare Council.

Small Businesses—Out of 210 small businesses recently analyzed by the United Charities in Chicago, 53 percent were advised to go on, usually with changes in method. The service, which is limited to members of families known for other reasons to the United Charities, gives counsel only, to half the businesses in which continuance is advised; small loans at 2 percent to others. In each case expert business men in the community who are willing to advise without charge are consulted. Thus when a small restaurant is involved a well known restaurateur supplies cost figures on restaurant operations. Loan losses have come to 35 percent in four years.

Local Reports—Social workers in Nashville, Tenn., will find useful material in the "Social Welfare Yearbook, Nashville, 1939." Compiled and published by the research and planning division of the Council of Community Agencies, and the Nashville Community Chest, the mimeographed book contains a directory of community welfare resources, a statistical and descriptive analysis of the types of welfare agencies within the city, a tabulation of community chest expenditures, tables and charts dealing with crime, industrial development, wages, housing and other social and economic data. From the council, Nashville. . . . The recent issue of *The Councillor,* quarterly publication of the Baltimore Council of Social Agencies, is devoted entirely to a discussion of "Baltimore's health and welfare dollar." Among the many interesting charts is one showing the percentage distribution of public and private health and welfare funds in Baltimore. More than 53 percent goes to family welfare—including WPA, NYA and CCC wages; slightly less than 28 percent to hospitals; 7 percent to health services; 6 percent to specialized children's services; 5 percent to leisure time activities; less than one percent to central financing and planning. From the council, 353 Equitable Building, Baltimore.

Plans—Hopes for the establishment of a community chest in San Antonio, Texas, are fast materializing. A meeting of sixty business leaders held last December resulted in a resolution favoring a chest, and in the appointment of a committee for further study. Out of the committee's deliberations came a recommendation for the establishment of a chest to be in operation by next fall.

Federation—Social agencies in the forty-six towns and cities which make up Greater Boston have formed a Metropolitan Conference for Social Planning to develop a plan of relationship and cooperation; to promote an exchange of ideas, experiences, methods; to consider social needs throughout the metropolitan area and devise methods of meeting them.

The Public's Health

LOCAL health units have more than doubled in number since the passage of the Social Security Act in 1935, according to Surgeon General Thomas Parran in a recent report of achievements under Title VI of the act. At the end of 1939 there were 1381 full time local units as compared to 594 in 1935. Congress has appropriated $37 million for aiding the states with their public health services. Four percent of this amount has been used for administrative expenses; 10 percent for the training of personnel.

The Red Plague—Fatalities from pellagra have dropped 65 percent since 1928, the year the American Red Cross began its campaign in the South for the prevention of this disease of nutritional starvation. In that year the deathrate from the disease in thirteen southern states was 22 per 100,000 persons. For each death there were estimated to be

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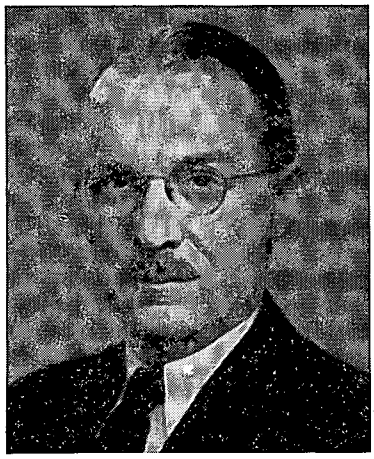
thirty-five other pellagrins. Today the deathrate is less than 8 per 100,000. The conduct of community nutrition courses was also part of the campaign. The recent discovery of nicotinic acid as a specific in the cure of the disease has opened up the program to include the pellagra sufferer as well as the potential victim. Already the ARC is cooperating in some southern communities in operating clinics where the medicine is administered.

Mental Care—Recommendations of the Chicago Institute of Medicine following a survey of all state health and welfare institutions in Illinois have resulted in the creation of a new division of mental hospitals in the State Department of Public Welfare. The recommendations called for a separate department of mental hospitals, but as this would have entailed legislation the new division was established instead, with jurisdiction over the medical treatment and practices in state hospitals. Its superintendent is Dr. Conrad Sommer, on leave from the Illinois Society for Mental Hygiene. . . . A survey of the parole experience of New York State's Department of Mental Hygiene in 1937 shows that paroled patients, of which there was a daily average of 6000, committed only forty offenses, twenty-six being misdemeanors. The rate of anti-social behavior was fourteen times higher among the general population than among the paroled mental patients.

Children's Clinic—Cooperation between public and private organizations in Marion County (Indianapolis), Ind., has resulted in the establishment of a child health clinic expected to examine from 1500 to 2000 children a year. The James Whitcomb Riley Memorial Hospital for Children, a state institution, is supplying the professional services for the clinic which will use the laboratory equipment and other facilities of the Indiana University Medical Center. The children to be examined are those under the care of the Children's Bureau of the Indianapolis Orphan Asylum, a private agency, wards of the Marion County Department of Public Welfare and some children under the supervision of the Marion County juvenile court. Each child will receive a complete examination from a pediatrician as well as Wasserman, Mantaux and Schick tests, a urinalysis, a blood count, a smallpox vaccination. All children under eight and older ones with positive reactions to the Schick test will be immunized against diphtheria.

Legislation—The new model health insurance bill drafted by the American Association for Social Security [see *Survey Midmonthly,* February 1940, page 75] will be introduced in Congress by Senator Arthur Capper. A companion bill has already been introduced in the New York State legislature and plans are underway for the introduction of similar bills in other state legislatures this spring.



PIERCE ATWATER

For the past ten years, Pierce Atwater has been so closely identified with St. Paul, Minn., that it is hard to realize that his hat no longer hangs in that city but in Chicago. In March he took up the duties of executive director of the Community Fund of Chicago, succeeding Frank Loomis who resigned last summer. During his years as director of the St. Paul Community Chest, Mr. Atwater has had many extramural professional concerns. He did a stretch as a field director of the FERA, has lectured regularly at the University of Minnesota and has been — still is — a valued member of various national committees.

Improvement—During 1939 there were only 564 cases of diphtheria in New York City, resulting in twenty-two deaths, in contrast to the annual average during the 1920's of 10,685 cases and 684 deaths. An intensive educational and immunization program was begun in the city in 1930.

Cancer—This month the Women's Field Army of the American Society for the Control of Cancer is conducting its fourth annual drive for cancer education. Goal of the drive is to arouse public interest in the disease and the means available for its control. . . . Results of a twenty-seven year survey of 1337 cases of cancer recently were submitted by the New York State Institute for the Study of Malignant Diseases to the League of Nations Health Organization. The survey showed an increasing percentage of "clinical cures"—patients found free of cancer five years after the cessation of treatment—which the study's director, Dr. Bernard F. Schreiner, attributed to a growing recognition of the disease in its earlier stages. . . . Cancer of the lungs, once considered a rare disease, now causes the death of approximately 5000 persons a year in the United States, according to figures of the Metropolitan Life Insurance Company. Among the company's policy holders the deathrate from lung cancer rose from 2.6 per 100,000 in 1917-18 to 15 per 100,000 in 1937-38.

Convalescent Care—Sixteen years after a bequest of $600,000 was left for the establishment of a hospital for convalescent adults in Philadelphia a site has been purchased for the erection of the building, to be known as the Magee Memorial Hospital. Just prior to the announcement of purchase there appeared a detailed study, "Convalescent Care in Philadelphia 1939," prepared by Elizabeth Greene Gardiner and published by the Council of Social Agencies, 311 South Juniper Street, Philadelphia, at the request of the trustees of the proposed hospital. The study is based on a review of 1117 "halfway well" patients about to be discharged from the general hospitals. Among these, over 410 adults had been referred by doctors for convalescent care in an institution, in spite of the fact that the eight existing institutions contained only 360 beds, 75 percent of which already were occupied at the time of referral. The study concludes that approximately 1000 beds are needed for adult convalescent care in Philadelphia. The new Magee Memorial Hospital will provide about 100.

Response—In the first month following President Roosevelt's recommendation for the construction of fifty small hospitals in rural communities [see *Survey Midmonthly,* February 1940, page 70] the U. S. Public Health Service received 438 requests from communities desirous of being included in the program.

Against Epilepsy—Prompted by a realization of the prejudice and hopelessness which surrounds epilepsy, two groups recently organized to fight the disease. The League Against Epilepsy is an organization of physicians with headquarters at Harvard Medical School, Boston. The Laymen's League Against Epilepsy, a group of non-professionals, hopes to promote public giving to support research in the disease.

In Print—"New Plans of Medical Service," published by the Bureau of Cooperative Medicine, 5 East 57 Street, New York, brings up to date the pamphlet of the same name issued in 1936

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by the Julius Rosenwald Foundation. Price 15 cents. The thirty low cost medical care plans described were selected from the hundreds in existence as being illustrative of varied types. An appendix classifies them in four ways: groups served, method of payment, agency in charge, services available. . . . The 1939 annual report (June 1938-June 1939) of the U. S. Public Health Service reviews the activities of a year beginning with the National Health Conference and ending in the transference of the service from the Treasury Department to the Federal Security Agency. Too numerous to list here they are described in the report by the heads of the division of domestic quarantine, the National Institute of Health, the division of foreign and insular quarantine and immigration, the division of sanitary reports and statistics, the division of marine hospitals and relief, the division of venereal diseases, the division of mental hygiene, the division of personnel accounts, the chief clerk's office. From the superintendent of documents, Washington. Price 75 cents, in cloth.

Professional

THIRTY-THREE social service exchanges in Illinois recently have organized a statewide committee to standardize and improve their own procedures, serve as a channel of communication between Illinois and the National Committee on Social Service Exchanges and help new communities throughout the state which are interested in establishing exchanges of their own. Guy Codding of Aurora is chairman of the new committee; Mary Thompson of the Chicago Council of Social Agencies is secretary.

Meetings—Detroit is the setting for the sixty-ninth annual meeting of the American Public Health Association to be held October 8-11. Meeting with the association are the Michigan Public Health Association, the American School Health Association, the International Society of Medical Health Officers, the Association of Women in Public Health, and a number of other allied organizations. . . . The Congress of the International Council of Nurses, scheduled to take place in this country in 1941, has been indefinitely postponed because of "unsettled world conditions."

Enter the Men—After twenty-five years of restricting its student body to women, the Simmons College School of Social Work in Boston next year will take in men students. According to an arrangement with Tufts College, a limited number of the latter's graduate students who are studying in the field of social work or related fields may enroll for courses at Simmons. Arrangements will be reciprocal, allowing the women students of Simmons to take courses allied to social work in the graduate departments and professional schools of Tufts. . . . Group work will cause Mills College, a women's college of Oakland, Calif., to open its doors to men next summer. A five-week group work session for both men and women will be conducted by Neva L. Boyd and Charlotte B. Chorpenning, July 1-August 3.

Periodicals—Newborn member of the journalistic household of the Family Welfare Association of America is *Highlights*, which appeared last month to replace the now extinct *News Letter*. Addressed primarily to board members and other laymen, *Highlights* presents news and discussions of family social work in non-technical, readable style. Last month, *The Family*, professional journal of social case work published by the FWAA, celebrated its twenty-first birthday and came out with an attractive new cover design and a new type dress throughout. . . . The alumni association of the Graduate School of Social Work of the University of Washington, Seattle, recently began publication of a bulletin, *The Chronicle*, which contains news of professional developments within the school.

Semi-Centennials—George Williams College, Chicago's pioneer school for group workers, celebrates its golden anniversary this year. It has reached the half-century mark just one year ahead of the University of Chicago, which will mark its semi-centennial in 1941. There is an interesting parallel in more than age, between these two educational institutions. George Williams' red brick walls lie in the shadow of Chicago's Gothic towers. Its tiny campus practically touches that of its larger neighbor. Both have revised their curricula in the past decade. While the University of Chicago was inaugurating its "New Plan" under the leadership of President Hutchins, George Williams College was enlarging its purpose of training young men for YMCA secretaryships to include professional education for leadership in a wide range of leisure time activities. Both anniversaries are being celebrated by fund-raising campaigns designed to underwrite these educational adventures on new frontiers. The University of Chicago needs $12 million in unrestricted funds to maintain its present program for a ten-year period. The comparatively modest sum of $2,285,000 would provide endowment and a working capital fund for George Williams' current operating expenses and needed improvements. But in one respect, at least, the little college outranks the great university. Since 1932 its graduates have been in such demand that jobs available to them were practically double their number. Every graduate has had a paid job, usually a choice of paid jobs, waiting for him if he wanted it.

In Print—Available now are reprints from the proceedings of the Association of Urban Universities of the address, "Graduate Study in Social Work," by Shelby M. Harrison, general director of the Russell Sage Foundation. From the foundation, 130 East 22 Street, New York. Quantity limited. First come first served. Better send postage.

People and Things

WITH a record of $21,846,224 raised for Boston social agencies since 1935 when he went to the just formed Community Federation as its first executive director, Otto F. Bradley has resigned, effective late in the spring, to take the newly created post of administrative head of the United Charities Campaign of Philadelphia. Jay Kyle remains as the Philadelphia campaign manager and Eric Biddle as director of the Community Fund. The Boston Federation, which had taken Mr. Bradley quite to its heart, has turned to Providence for his successor, calling Harry M. Carey, who for five years has been secretary of the Council of Social Agencies and director of the Providence-Cranston Community Fund.

Public Service—The appointment of Fletcher C. Kettle as superintendent of the division of old age assistance in the Illinois Department of Public Welfare relieves John C. Weigel of half the double duty that he has been carrying for his state. For more than two years Mr. Weigel has been acting superintendent of old age assistance as well as fiscal supervisor of the Department of Public Welfare. . . . Jesse O. Irwin, who has been assistant director of the Informational Service of the Social Security Board, has been named head of a new division to coordinate all information services of the Federal Security Agency's several units. . . . Philip Schafer, until recently with the Michigan State Relief Administration, has been named as the representative in the New York region of the Bureau of Public Assistance of the Social Security Board. Alice Webber, whom he succeeds, has gone to the Washington office as assistant to the chief of the bureau's field service division.

Resigned—Succumbing to the lure of domesticity, Kate Martin Dorr has handed in her resignation as executive secretary of the Minnesota State Con-

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HARRY C. DUPREE

By virtue of his place on a competitive civil service list, Harry C. Dupree has won the job of chief parole officer of New York State's Division of Parole, a position vacated recently when David Dressler became the division's executive director. [See *Survey Midmonthly*, January 1940, page 20.] Mr. Dupree was formerly case supervisor in charge of the division's Buffalo district.

ference of Social Work, effective June 15. A reorganization plan soon to be put into effect by the conference will make the secretaryship a full time rather than a half time position as heretofore. Says Mrs. Dorr, "Perhaps after all the cupboards are cleaned, the recipes neatly catalogued and the garden once more blooming, I'll be one of those women writing a book on the joys of being a housewife." . . . Ill health recently caused the retirement of Kathleen Gorrie from the executive secretaryship of the Welfare Council of Toronto. Miss Gorrie has been with the council since its establishment two years ago. Previously she was executive secretary of the Protestant Children's Home, also in Toronto. Frieda Held, formerly supervisor of mothers' allowances and old age pensions investigators in Ontario, succeeds Miss Gorrie at the Welfare Council.

Visiting Professor—This spring's Rosenberg professor in the public social services at the University of California is Catharine Bauer, head of the division of research and statistics of the United States Housing Authority. Established by the Rosenberg Foundation of San Francisco for a two-year period, the professorship entails one general course for upper division and graduate students, a seminar and a few general lectures at the university as well as lectures to groups throughout the state, participation in conferences and in general community service. Miss Bauer is the second appointee to the professorship. Adrija Stampar, director of health for Jugoslavia, held the chair during the winter session, but was called back to Jugoslavia before he began his lecture series.

Anniversary—This month marks the seventieth anniversary of the founding of the Young Women's Christian Association of the City of New York. The event was celebrated by a dinner on April 8 at which the speakers were Mary Emma Woolley, president emeritus of Mount Holyoke College; Henry Wyman Holmes, dean of the Graduate School of Education, Harvard University; Ruth Rouse, president of the World's Council of the YWCA; Henry Sloane Coffin, president of Union Theological Seminary.

New Jobs—First director of the newly formed Industrial Areas Foundation is Saul D. Alinsky, formerly of the Chicago Institute of Juvenile Research and technical consultant for the Back of the Yards Neighborhood Council, Chicago. Purpose of the new organization is to study the character and the problems of the industrial areas of America in order to determine possibilities for significant treatment. . . . Henrietta Arnold, the new executive secretary of the Council of Social Agencies in Jersey City, was formerly assistant secretary with the Paterson (N.J.) Social Planning Council. . . . John McDowell, former director of the Erie Neighborhood House in Erie, Pa., is now director of the Soho Community House, Pittsburgh. . . . St. Barnabas House, temporary shelter for women and children in New York City, has a new executive secretary in Mary Levering Bolster, recently with the Family Service Society, Washington, D. C., and once case supervisor with the New York City Department of Welfare. . . . Marion E. Pharrow, previously with the Department of Welfare, Atlanta, Ga., is now field worker with the Children's Protective Association, Washington, D. C. . . . New medical social worker with Hospital Permit Bureau, Washington, is Sarah M. Eigen, recently of the New Jersey Orthopedic Hospital.

Changes—The Spanish Refugee Relief Campaign, with offices at 381 Fourth Avenue, New York, has announced that Douglas Jacobs, campaign director, and John Sherman, organizational secretary, are no longer with the organization, their services having been terminated on March 21. The announcement was signed by: Francis J. McConnell, chairman of the Spanish Refugee Relief Campaign; Samuel Guy Inman, chairman of the executive board; Guy Emery Shipler, chairman of the subcommittee on reorganization; and Herman F. Reissig, executive secretary.

Educator—Dean-elect of the New School for Social Research's Graduate Faculty of Political and Social Sciences—the University in Exile—is Dr. Max Ascoli who will succeed Dr. Frieda Wunderlich at the beginning of the fall term. Dr. Ascoli, exiled scholar from Italy, was one of the original members of the graduate faculty when it was established in 1933. He has recently become an American citizen.

Our Error—This department was less than accurate it seems in attributing to the Brooklyn Bureau of Charities sponsorship of the Thrift Shop on Bridge Street and crediting the bureau's volunteers with 827 hours of service in eight months. [See *Survey Midmonthly*, March 1940, page 114.] As a matter of fact the shop is sponsored by six agencies of which the BBC is one and the 827 hours were given to the BBC's clothing bureau prior to its merger with the Thrift Shop.

Deaths

ANNA RUSSELL, for eighteen years the executive head of the New Hampshire Children's Aid and Protective Association, previously associated with the Massachusetts SPCC. Miss Russell greatly influenced the course of child welfare work in New England. In New Hampshire she was counted one of the "indispensables."

ANNA B. HELDMAN, of the Irene Kaufmann Settlement, Pittsburgh. For thirty-eight years nurse and social worker in the Hill district, she was largely responsible for the establishment and development of the visiting nurse service and other health and welfare programs in the city. Last summer the city recognized Miss Heldman's services by renaming a street in her honor. [See *Survey Midmonthly*, July 1939, page 224.]

THOMAS ADAMS, in late March at his home in Sussex, England. Mr. Adams, founder and first president of the British Town Planning Institute, was called to this country in 1923 by the Russell Sage Foundation to direct the plans and surveys which were brought together as the ""Regional Plan of New York and Its Environs." This plan was presented to the city in 1931 and published in twelve volumes. For six years Mr. Adams was associate professor of city planning at Harvard University.

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Readers Write

Eight Months to Christmas

To the Editor: We could use more case workers like the one who wrote "Postscript to Christmas." [See *Survey Midmonthly,* January 1940, page 26.] I, too, attended the meeting of the Christmas committee under the auspices of our Council of Social Agencies.

I do not recall that our goal was to work up (or down) to a Christmas spirit in midsummer, but before we go on, let's consider this Christmas spirit. Every year during our Christmas program, and especially when Christmas headaches are at their worst, I ask myself, "What is this Christmas spirit anyway?" Since Christmas is a religious celebration, shall we look to the church's Text Book? "God so loved . . . that He gave." Let that thought saturate you, as it did me during the peak of the basket season—". . . so loved . . . gave."

Our community has a lot of Christmas spirit. We don't have to stimulate it; it is there. If you don't mind paraphrasing, "Our community so loves that it gives." It seems to me that only the socially blind would want to block the healthful emotions of the community. Our committee wanted to meet; yes, as early as July if necessary, to talk over ways of helping those who so love that they give, to get their gifts to those who need them. Heretofore agencies X, Y, and Z had worked out their own Christmas plans. We thought we could pool our knowledge and experience; and so we met.

As for the baskets—why are all the requests for baskets, and not for cash? Can it be that we have taught people to expect baskets? Some have applied for New Year's and Easter baskets. "Basket" has come to be a symbol of something to be given away to the "worthy" and "deserving" at a special season of the year. I agree that the greatest number of our requests are for baskets. That is the way our public has learned to ask. Incidentally, some of the applicants last year wrote asking for "Christmas Cheer."

Out of 583 applicants last December, 270 had been known previously to our agency, 193 at Christmas seasons. What else would these people ask for but the gift for which they always had "put their name in"? One applicant said, "I would like to leave my order for a basket." Another, when the worker explained that we had discontinued the widespread distribution of baskets, said, "Well, I would like to have whatever you are giving away." Many felt that because they were on relief, and had received baskets before, that they were "eligible."

We agree that cash is not always the answer. Where the parent sees his Christmas in terms of dinner, toys, or clothing, an order can be issued for the specific item, but when the parent is genuinely concerned because he cannot get a little fruit, a tree and trimmings, a small toy for each child, cash seems more appropriate. One father told me, "We can manage; we don't need anything extra to eat. But it's the kids. My kids haven't had a toy for four years." Another said, "I would like to buy something for my children, if it's only a handkerchief." An unattached man (couldn't someone find a more descriptive label for this group?) saw his need as a window-washing outfit rather than a Christmas dinner.

I must make this observation. Food is important! One wondered if these families had enough to eat. Food seemed very necessary to them to make a Merry Christmas—"a piece of meat," "fruit," "things we can't get on our relief orders," "something extra, so that we don't have to skimp at least one day in the year." A basket with more potatoes and staples does not seem to meet that need, but to go to the market with extra cash or an extra order does meet the need. And, when a mother exclaimed with pathetic enthusiasm, "Now I can go to the market and shop!" I felt glad that our organization had not pinned me down to baskets or nothing.

The basket has become a Christmas tradition. I wonder if we hate to see it go because it is so loaded with the good feeling of being charitable. But the basket is still here. We have only tried to put new food in old baskets. If the old-fashioned basket still meets the need of an applicant, let's give it, but let's not label it and take a picture of a dear old soul tottering up to receive it from the kind hand of Politician Number One. We had several people for whom an attractive basket of fruit and "extras" was what really made Christmas. In two instances, a visit on Christmas day from our worker with the gift meant more than the gift. Some gifts were wrapped and tagged for individual children in hospitals. Several girls received individual gifts, attractively wrapped with gay paper and ribbon.

Our goal was to bring together the person who needed the gift, and the one who so loved that he wanted to give. We tried this in our agency. Gifts were in the form of cash, clothing orders, food orders, and sometimes the article itself. May I add that the gifts included everything from bath powder to a nanny-goat!

Perhaps we should have a round-table discussion in Grand Rapids in June to test the Christmas spirit of the national group. Another Case Worker

Just Asking

To the Editor: The development of research departments in community chests and councils has been a natural addition to the general function of federated money raising. The early chests were organized, some of them at least, as a means of nuisance abatement. One campaign instead of many appealed to donors. The next step, logically, was an implied guarantee of sound and sensible distribution of funds. The function of social planning came as a natural development.

The proper fulfillment of these functions necessitated the collection and interpretation of facts and figures, that is to say, a social research department. But the question I raise at this point (and I am merely raising it, not wholeheartedly advocating it) is whether a research department can best serve its purpose while it remains a controlled part of a council or chest. Are my friends correct when they say that the average council is operated by the member agencies plus a few citizens who serve as board members? Does not the council tend to develop into either a happy family group, a clique or a group of cliques? Does not each agency fight desperately to retain its budget, with an increase if possible? Are my friends mistaken when they state that the average agency bitterly resents any facts or figures which indicate a diminishing need for its services? Do certain aggressive, persuasive executives manage to keep agencies alive which should be combined, curtailed or possibly dissolved? In other words, does bureaucracy develop in social work as in political government, and is there just as much logrolling? Bear in mind that this does not imply dishonesty of conviction on the part of agency executives or board members.

The research department is the child of the chest and council, controlled and paid for by the very group it studies. Would it be more effective if it had its budget from a foundation, a chamber of commerce, or some other source completely independent of the chest and council? Agreeing, of course, on the importance of properly trained social research personnel and the cooperation and consent of the agencies. Would such an arrangement put the agencies more on their toes and be a surer guarantee to the public that funds are distributed efficiently? Would it inspire more confidence in the minds of the public as to the effectiveness of social work? I'm just asking.

Cleveland, Ohio Albert C. Long

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Book Reviews

Old Friend in New Dress

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK: BUFFALO, 1939. Columbia University Press. 655 pp. Price $3, postpaid by Survey Associates, Inc.

THE National Conference of Social Work furbishes up its published proceedings just often enough to confound the pessimists who say that nothing can be done to make the volume more attractive and readable. The volume this year, the first with the Columbia University Press imprint, has a whole new type face, very easy on the eye, and a new binding design which makes it an ornament to anybody's bookshelves. More important is a change in the arrangement of the papers which constitute the contents of the volume. Traditionally this arrangement has followed the Conference program plan: general sessions, sections, special committees. This year the editorial committee has grouped the papers selected for publication "according to current foci of reader interest." Thus a paper given at any one of the conference sessions might find itself in any one of the volume's four parts.

These parts are: "Social Work and the Spirit of America"; "Current Sectors of Social Action," including health, youth, employment and security, industrial standards and relations, dynamics of interstate migration, housing; "Fields of Social Practice," including case work, group work and "Specials" such as children, the aged, the mentally sick, the blind, the unmarried mother; "Settings of Social Work," including the state and its counties, the community, the arena of government. Under these four major headings are grouped sixty-six papers selected by the editorial committee, Russell Kurtz, chairman, from the several hundred presented at the conference as meeting "the tests of timeliness, significance to large groups of practitioners, freshness of presentation and permanent usefulness for reference purposes."

GERTRUDE SPRINGER

Systematic Theory

THE SOCIOLOGY OF RURAL LIFE, by T. Lynn Smith. Harper. 595 pp. Price $3.50, postpaid by Survey Associates, Inc.

TWENTY-SEVEN years after the publication of John M. Gillette's "Constructive Rural Sociology," the first textbook in that field, comes this one which in its form and content reflects the great progress that has been made. The presentation of a systematic sociology twenty-five years ago would have been inept because rural sociology at that time was developing on the basis of specific rural problems, and rural sociology textbooks, if they were to be used, had to be written from the problem approach.

Dr. Smith deals with practically all the outstanding rural social problems. He presents the facts concerning them, and does not hesitate to propose solutions for many of them, but at the same time he discusses each one in a frame of reference which grows out of what may be called systematic sociology. Whether students and instructors will find this approach superior to the problem approach will depend, of course, upon the relationship of the particular course in which the textbook is used to the place of that course in the total curriculum of a student and to the scientific competence of the instructor. It is conceivable that it will be a difficult textbook for many undergraduates who have had no previous courses in sociology. But in colleges in which the course in rural sociology has been preceded by others, there is little question that the systematic social theory with which each chapter is introduced will serve to cast a discussion of rural life into the more fundamental framework of sociology, a very desirable thing to do.

The treatment of material is thorough, scholarly, and comprehensive. Of the twenty-four chapters, four stand out as superior to anything that has appeared in other rural sociology textbooks: "Form of Settlement," "Land Division," "Land Tenure," and "Size of Holdings."

CARL C. TAYLOR
U. S. Department of Agriculture

Inside Story

A DOCTOR FOR THE PEOPLE, by Michael A. Shadid. Vanguard. 277 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE recent large output of medical biographies has ignored to a considerable extent the problems, now before the country, of the distribution of medical services. A notable exception is this life story of Dr. Michael A. Shadid, which is at the same time the story of the Farmers Union Cooperative Hospital of Elk City, Okla. Much has been written about this hospital in magazines and newspapers but here for the first time is the inside story from the pen of the man who more than anyone else has been its heart. [See "And Now, a Co-op Hospital" by Avis D. Carlson, *Survey Graphic*, September 1937.]

In a simple straightforward manner, Dr. Shadid tells of his life before the establishment of the Community Hospital; of his childhood in Syria, his immigration, the early years of struggle; of medical school and private practice. It is the story of a man who lived in horse and buggy territory but could see beyond the limits of his surroundings.

Practically retired from private practice he returned to Syria prepared to finish his days there, practicing medicine without charge. When Syria proved to be far from the land he had remembered, he came back to America and began work on a long cherished plan for the cooperative hospital, throwing into it all his energy and resources. Once he started, it was plainly a case of no rest for the weary.

"A Doctor for the People" tells of the attempts of organized medicine to throttle the Community Hospital during its infancy and youth. That the attempt failed was due chiefly to Dr. Shadid's courage and endurance, and to the loyalty of the groups and individuals who fought the fight with him.

The story is not yet ended, for Dr. Shadid is currently preparing to run for Congress. The latest news is to the effect that his nominating petition has already been signed by over 10,000 people in a constituency of 35,000. It is the fact that Dr. Shadid moves from one thing to another, building soundly as he goes, that makes his autobiography so interesting. "A Doctor for the People" should be read by everyone interested in the cooperative movement, and particularly in medical cooperatives.

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New York City

Chronicle of Social Inquiry

INTEGRATING THE CAMP, THE COMMUNITY AND SOCIAL WORK, by Lowell Juliard Carr, Mildred Aileen Valentine and Marshall H. Levy. Association Press. 220 pp. Price $2, postpaid by Survey Associates, Inc.

THIS timely report from the University of Michigan describes the first three years of a significant experiment in exploring possibilities of integrating mass, group, case and clinical techniques in dealing with predelinquent boys. Using Haggerty, Olson and Wickman devices for spotting behavior difficulties, teachers and case workers nominated 234 boys for inclusion in the project. From these were selected 110 boys between the ages of nine and fifteen, with I.Q.'s over 80, and 110 others matched in essential particulars as a comparison—not technically a control—group.

A wide range of diagnostic techniques was employed, including the University Fresh Air Camp which played a conspicuous role in this respect. Central in the experiment were eight "guidance counselors" whose "function with (their) clients was one of participation rather than one of treatment." The counselors sustained a continuous relationship with the boys and their groups, "companions of their own choosing," in camp and

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in community, on an informal, unspecialized basis. The description of the functions of these counselors together with the penetrating evaluation of their performance constitutes a valuable contribution in itself.

Extended discussion is focused upon what the authors designate as "social therapy." This differentiated, not too successfully, from "program" which is conceived in a somewhat arbitrary and restricted manner.

Treatment procedures are portrayed by a liberal use of vivid and representative case materials. Effective use is made of statistical indices in attempting to measure behavior adjustments and to relate such adjustments to similar facts on both family and neighborhood disorganization. Appraisal of outcomes is candid and convincing.

A measure of the social value of this project, begun in 1935 as a research experiment, is reflected in the fact that it has now been transformed into a permanent community agency in Ann Arbor, The Children's Service Bureau.

Case workers, group workers, camp directors, educators, indeed all who are interested in a radical realignment of specialties on an integrated community basis in the service of whole persons, will find in this volume a clear and commanding chronicle of an inspiring social inquiry. CHARLES E. HENDRY
Boys' Clubs of America

The Philadelphia Way

SOCIAL CASE WORK WITH CHILDREN. Volume III of *The Journal of Social Work Process*. Pennsylvania School of Social Work. Price $2 cloth, $1 paper; postpaid by Survey Associates, Inc.

TO say that this volume exemplifies the philosophy of the Pennsylvania School of Social Work is true, I think, as I know that philosophy. It does, however, far more than that. There is a general article on the way the community looks at adoptions, one on the integration of Pennsylvania's public and private resources for child care, and a masterly analysis of what determines the forms and kinds of care communities and various agencies provide. There is one paper descriptive of therapy done by a psychiatric social worker at a child guidance clinic, another giving a resumé of how one worker handled her relationship to a small child whom she was taking frequently to the clinic; and five treatises on the social case work process in the field of child placement.

"To wrest awareness of process and professional skill out of long time human relationships, carrying a responsibility of the actual living of many children, is a slow, uneven, baffling struggle." The Pennsylvania School is struggling and achieving in the "slow, uneven, and baffling struggle." These papers with their simple, narrative style will be stimulating and helpful to the most skilled workers as well as to those who have had only a course or two in case work. To the board members of any agency concerned with the care of children, they should be a liberal education. However, given the amount of institutional care that still exists in this country one wishes that at least one paper had been included showing case work processes and skills with children in an institution.
Norristown, Pa. ALMA LUPO SMALL

Much From Many

WE WHO BUILT AMERICA: THE SAGA OF THE IMMIGRANT, by Carl Wittke. Prentice-Hall. 547 pp. Price $5.

THE HERITAGE OF AMERICA, edited by Henry Steele Commager and Allan Nevins. Little, Brown. 1152 pp. Price $4.

Postpaid by Survey Associates, Inc.

TAKEN together these two books help to emphasize the fact that contemporary American civilization is the product of many gifts from many sources. Wittke offers a systematic treatise on the history of immigration to the United States. In the approximate order of their coming he writes of various ethnic groups that have contributed largely in personnel and culture to the building of America. By deliberate choice he omits the English and the Africans. Despite the inclusion of many names, dates, and some statistics, Wittke has written simply and clearly. His is essentially a textbook in history.

Commager and Nevins present neither a text nor a source book of the conventional sort. Drawing on the writings of participants and firsthand observers of our national growing up, they have included 250 human interest stories with attractive headlines, brief informing introductions, and reprints of old paintings. Their collection is very interesting; it has some continuity, but no unified account is attempted. STUART A. QUEEN
Washington University, St. Louis, Mo.

Statistical Measurement

INTELLIGENCE AND CRIME, by Simon H. Tulchin. University of Chicago Press. 166 pp. Price $2, postpaid by Survey Associates, Inc.

THIS statistical study of 10,000 inmates of penal institutions in Illinois furnishes fairly complete data on relationships between intelligence and such factors as race, physique, type of crime, recidivism, and socio-economic status. Psychological tests which make comparisons possible indicate that feebleminded-ness in the institutional group coincides to a striking degree with that of the army draft group in Illinois. These results strengthen the arguments of those who believe that the role of intelligence as a direct cause of criminality has been greatly overemphasized.

Many tables which correlate intelligence and crime are interesting and conform generally to the findings of other investigators. The fraud group is found in the higher level of intelligence with the sexual group at the other extreme. The author recognizes the many obstacles that other workers have experienced in compiling such statistical information and concedes that the validity of some of the findings of his study cannot be considered absolute because of the variable and extrinsic factors which cannot be adequately measured.

One problem brought out by the author, which may prove fruitful to the research worker, is the role of intelligence in the general adaptation of the individual to a new environment. A good many of the statistical tables are followed by interpretations. These are valuable but should have been enlarged upon. This survey forces the conclusion that each offender must be treated on an individual basis, and that careful case study is necessary for the adequate understanding and evaluation of the numerous factors operating in the crime problem. The book is of interest chiefly to the prison psychologist and educator and possibly to the prison administrator.
SAMUEL W. HARTWELL, M. D.
University of Buffalo Medical School

Darkness That Is Light

I BEGIN AGAIN, By Alice Bretz. Whittlesey. 201 pp. Price $1.75, postpaid by Survey Associates, Inc.

UNLIKE Robert Henriques' hero, Alice Bretz was endowed against fate with both "arms and armour." When she became suddenly blind in maturity, with no preliminary period in which to prepare herself, there was that within her which resolutely rebuilt her life under the new and difficult conditions of a sightless world. Her story is undistinguished just as honesty is undistinguished, not marked by style or dramatic power, but rather by its quality of thoughtfulness and its profound revelation of the capacities of the human spirit under stress and crisis. Confronted with the two alternatives of turning away from life or learning to live it a new way, she chose the only road possible for her. Her story of learning to live again is moving, real and witty. In her ability to laugh, she demonstrates her tolerance and capacity for reflective wisdom.

Mrs. Bretz' spiritual experiences were even more surprising than her physical achievements. She rediscovered the greatness in humanity, and the efficacy of her faith was omnipresent and constant. Although deeply religious, it was not the Lord in whom she placed her trust, but waiters, doormen and salespeople, and they never let her down. Her capacity

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to penetrate the inner spirit of mankind built a bridge of kinship between herself and everyone with whom she came in contact. People everywhere were kind, understanding and friendly. Her discovery brings to the fore a hidden conviction that most spirits are fundamentally sympathetic and attuned, but so thickly overlaid by the formulas of the world that a clear, responsive note cannot easily be struck. Mrs. Bretz has so used her handicap as a pattern for living that it enables her to strike that note far more successfully than the average being, who lives more or less on a spiritual island. Her misfortune, depriving her of her sight, has nevertheless restored her birthright, an unassailable belief in the essential goodness and integrity of mankind.

Mrs. Bretz' apparent submission has something as creative as the genius of an artist. She sees the tones and halftones of her life in a darkness that is yet light, and so sets them in relation, so ordains their value, that she forces them into beauty. She has created a world of her own, which she is eager to share with others who carry a similar burden.

New York GLADYS R. NEUMAN

Allies of Medicine

MEDICAL OCCUPATIONS FOR GIRLS—WOMEN IN WHITE, by Lee M. Klinefelter. Dutton. 320 pp. Price $2, postpaid by Survey Associates, Inc.

AS companion piece to a previous publication "Medical Occupations for Boys," Mr. Klinefelter here presents vocational material in interesting story form for girls desiring to enter medicine or any of its allied fields. The material on nursing is authentic and sources of information and bibliographies on the other professions would lead one to believe the same of them.

The author states that "the list of occupations studied has been limited to those having nationally recognized standards and training courses accredited by responsible authorities," and throughout emphasis is placed upon entering the chosen profession by way of approved preparation and avoidance of short courses or "short-cuts." Advantages of full college work as a richer background for living, even though not compulsory for the profession itself, is stressed.

A separate chapter is given to each of the following professions: physician, dentist, dental hygienist, chiropodist, dietitian, medical technologist, nurse, occupational therapy technician, optometrist, pharmacist, physical therapy technician, X-ray technician.

The discussion covers the growth and development of each field with information regarding expected salary, the present demand and speculation as to future demands, especially in relation to the position of women. Distinction is clearly made between preparation for the general field, the requirements for specialization, and the personality traits that fit best into each calling. Each chapter ends with tables giving location of approved schools, entrance requirements, length of course and approximate cost, together with a recommended bibliography for those "seriously considering entering any of these lines of work." The outline in the first chapter, "What We Should Know About an Occupation," should prove valuable vocational material in the study of any occupation.

The book is generously illustrated with modern photographs and should be a helpful reference in guiding the high-school student interested in any of the "medical occupations."

ELLA L. PENSINGER

Assistant Director, National Organization for Public Health Nursing

Schools in a Democracy

CONFLICTING THEORIES OF EDUCATION, by I. L. Kandel. Macmillan. 167 pp. Price $1.50, postpaid by Survey Associates, Inc.

THIS author believes that our schools do not yet give sufficient time and study to the transmission of the democratic cultural heritage. With the totalitarian countries placing major emphasis upon the transmission of their particular brand of social control, he holds that necessity compels us to do likewise. He does not advocate methods similar to those used in the totalitarian countries, for he also stresses the need for democratic leadership. Nowhere is this leadership more necessary than in public education. The author believes that our schools should become teacher-centered, rather than child-centered or subject-matter-centered.

Much attention is also devoted to the problems of education and psychology, secondary education, and guidance. It is the author's belief that secondary education should be based upon the "living interests" of modern society and of the individual. If foreign languages are to be studied, they should be studied with the idea of increasing the individual's "ability to understand the civilization and culture of another nation."

WILLIAM E. DRAKE

University of Missouri

Approach to Research

INVESTIGATING LIBRARY PROBLEMS, by Douglas Waples. University of Chicago Press. 116 pp. Price $1, postpaid by Survey Associates, Inc.

THIS manual, small and compact, provides an introduction to the methodology of research for the librarian considering procedure for an investigation of any phase of library work and for the student plotting a research project. It is brief, broad in scope, clear in its approach to "a type of inquiry which deals with printed sources, yet seeks facts and ideas which are not to be found as such in any writing."

After an opening chapter on stating problems, the author considers the validity and reliability of evidence, personal sources, documentary frequency, and the research techniques involved in historical criticism, analysis, synthesis and evaluation. With each chapter are valuable references and a series of questions and subjects for application of the techniques described. Though intended primarily for the research worker in the specific field of the library, there is much here which should be useful to the active-minded librarian striving to develop a critical attitude to the mass of literature available in this field.

The garnered results of Mr. Waples' years of effort in assisting in the training of students with varying levels of experience has enabled him to build a much needed and highly useful manual. Again the Graduate Library School of the University of Chicago through a member of its faculty makes a contribution to the field of librarianship which accents the importance of the work being done by the school for the profession at large.

Readers' Adviser JENNIE M. FLEXNER

New York Public Library

Diagnosis and Prescription

YOUTH AND THE WORLD'S WORK, by James H. Bedford. Society for Occupational Research, Ltd., Los Angeles, Calif. 140 pp. Price $2, postpaid by Survey Associates, Inc.

THE first of the two parts into which this book neatly divides itself is a rather straightforward report of the vocational choices of a representative group of California highschool students as those choices relate to vocational opportunities in contemporary society and to certain of the ascertainable capacities and interests of the students themselves. The conclusions are impressive without being unexpected. Students' vocational plans are manifestly based "more upon prejudice and tradition than upon a careful study of individual aptitudes and capacities in relation to the demands of the occupational world." This is scarcely a startling revelation.

In the second part of the book come the author's diagnosis and prescription. *Diagnosis*: Ours is a competitive society, and "the only alternative to the elimination of competition in vocational life is the downfall of civilization." *Prescription*: "The only solution . . . is the establishment of a planned and controlled labor market." The author means just that, "planned and controlled." This reviewer envies him the firmness of his convictions; but distrusts his judgment. "Youth and the World's Work" falls short of being the definitive statement which its title might lead one to expect.

New York SAMUEL SPIEGLER

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THE PAMPHLET SHELF

Civil Liberties

PROCEEDINGS OF THE NATIONAL CONFERENCE ON CIVIL LIBERTIES IN THE PRESENT EMERGENCY. 24 pp. Price 50 cents from American Civil Liberties Union, 31 Union Square West, New York.

Reports of a two-day conference at which outstanding national leaders of all shades of political thought discussed the rights of the alien, Negro, laborer, employer; the law and civil liberties; academic freedom; censorship; religious liberty.

THE ACTIVITIES OF THE DIES COMMITTEE, by the American Committee for Democracy and Intellectual Freedom. 14 pp. From the committee, 519 West 121 Street, New York.

Charges the committee's activities have approached the character of a witch hunt, assassinating character, attacking academic freedom, passing judgment on books and plays. Presents excerpts from the official record as "documentation." Professor Franz Boas of Columbia University heads the group of prominent educators presenting this analysis.

THE BILL OF RIGHTS IN DANGER, by Robert W. Dunn. 30 pp. Price 5 cents from International Labor Defense, 112 East 19 Street, New York.

Discusses the Dies "Inquisition"; the Department of Justice drive; reactionary legislation; attacks on Wagner act; anti-labor, anti-communist, Ku Klux Klan activities, as first steps in "an assault on our civil rights and liberties unprecedented in the history of our country."

Public Welfare

PROCEEDINGS OF TWENTY-FOURTH NATIONAL RECREATION CONGRESS. From National Recreation Association, 315 Fourth Avenue, New York. 189 pp. Price $1.

Addresses on "Recreation and the American Way of Life," by Dr. John H. Finley, Governor Saltonstall of Massachusetts, Paul V. McNutt, et al; the report of a panel of college presidents; summaries of discussion groups on specific problems and techniques.

STANDARDS FOR PERIODIC PUBLICATIONS OF BUREAUS OF RESEARCH AND STATISTICS, by Mary Ross. 10 pp. Price 5 cents.

THE PLACE OF RESEARCH IN THE LONG TIME PLANNING OF A STATE PROGRAM FOR PUBLIC WELFARE, by David M. Schneider. 11 pp. Price 5 cents.

Numbers eight and nine of the series, "Papers on Relief Statistics." Both from American Public Welfare Association, 1313 East 60 Street, Chicago, Ill., or from American Statistical Association, 1626 K Street, N. W., Washington, D. C.

LOAN SHARKS AND THEIR VICTIMS, by William Trufant Foster. Public Affairs Pamphlet No. 39. 31 pp. Price 10 cents from Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York.

Throws light upon lenders of small loans who charge 240 percent interest, with fifteen ways of fooling their clients and a dozen more of turning on the heat. Includes a map showing degrees of regulation in each of the forty-eight states, a list of warnings for the prospective borrower, a bibliography of books, articles and pamphlets.

THE QUESTION OF RELIEF, by Maxwell S. Stewart. Third revised edition. Published by Public Affairs Committee, 50 Rockefeller Plaza, N. Y. 32 pp. Price 10 cents.

A painstaking and objective analysis of the problems involved, conflicting programs for relief, and the author's credo.

EDUCATIONAL FOUNDATIONS FOR RURAL REHABILITATION, by R. W. Roskelley and Olaf F. Larson. 34 pp. From Colorado Experiment Station, Fort Collins, Colo.

Statistical data concerning the educational equipment of members of rural households receiving relief, based on a survey made in 1935 in nine Colorado counties.

THE PROBLEM OF MECHANICS AND PROCEDURES, by Eva Abramson. 11 pp. Price 25 cents from American Public Welfare Association, 1313 East 60 Street, Chicago, Ill.

A paper presented at the New York State Conference of Social Work by the director of procedures and systems, New York State Department of Social Welfare. The responsibilites of the case worker, his functions, and tasks. How agency executives and staff can cooperate in planning procedures.

Work and Workers

THE CITY MAGISTRATES AND THE LABOR LAW. 12 pp. Price 10 cents from the Consumers' League of New York, 215 Fourth Avenue, New York.

An analysis of New York City magistrates' decisions in cases involving the labor law and recommendations for remedies for "the present haphazard enforcement" of the law.

THE UNITED STATES IN THE INTERNATIONAL LABOR ORGANIZATION, by Ethel M. Johnson. From International Labor Office, 734 Jackson Place, Washington, D. C. 23 pp. Courtesy of the Federal Council of Churches of Christ in America.

The background, principles, objectives, organization of the ILO. Early American cooperation; participation since 1934; personnel of U.S. delegates to conferences and their activities.

LABOR AND THE SHUTDOWN OF THE AMOSKEAG TEXTILE MILLS, by Daniel Creamer and Charles W. Coulter. 342 pp. From Division of Information, WPA, Washington, D. C.

Description and analysis of what happened in Manchester, N. H., when mills producing cotton and worsted fabrics for 100 years closed, throwing more than 17,000 men and women out of work. A case study typical of the New England shutdowns of the past two decades which have transformed rich, industrial communities into "depressed" towns.

JOB HISTORIES OF WOMEN WORKERS AT THE SUMMER SCHOOLS 1931-34 AND 1938, by Eleanor M. Snyder. 25 pp. Price 10 cents from superintendent of documents, Washington, D. C.

A detailed survey of the background and industrial experience of approximately 600 women, selected on the basis of interest in workers' education and the labor movement, qualities for leadership, schooling. Statistical tables give their nativity, age, marital status, years in industry, kind and number of jobs, wages, earnings, reasons for leaving job.

Housing

CAN AMERICA BUILD HOUSES? by Miles L. Colean.

THE HOMES THE PUBLIC BUILDS, by Edith Elmer Wood and Elizabeth Ogg. Public Affairs Pamphlets No. 19 (Revised) and No. 41. 32 pp. Price 10 cents each, from the Public Affairs Committee, Inc.

Latest additions to the growing literature on housing. The first deals with private building and is a revision of an earlier study.

The second, written in story form, pictures a resident of a public housing project, and his less fortunate friend whose higher income precludes his living there. The short-sightedness of a national policy that overlooks the plight of the middle income group is flayed.

PUBLIC HOUSING AND THE USHA. Reprint from *Architectural Forum*. 22 pp. Price 20 cents.

In this article the editors of the *Architectural Forum* go on record unequivocally in favor of public housing for the United States. Their commendation of public housing as a national policy follows a critical analysis of the subject via thirteen questions to which, in most cases, they give categorical replies. While they agree with the present program as conceived and executed by USHA, after working their way through arguments of public housing's proponents and opponents, their approval of certain policies is not unreserved.

NEW HOMES FOR OLD, PUBLIC HOUSING IN EUROPE AND AMERICA, by William V. Reed and Elizabeth Ogg. Price 25 cents, from The Foreign Policy Association, 8 West 40th Street, New York.

An authoritatively but popularly written and illustrated pamphlet, sketching the whole field of public housing here and abroad. Beginning with the rise of slum conditions in this country, the story of America's housing is told up to and including the USHA program. A third of the pamphlet is devoted to a brief and informative description of the post World War programs of European countries.

INTRODUCTION TO HOUSING—FACTS AND PRINCIPLES, by Edith Elmer Wood. United States Housing Authority. 161 pp. Price 30 cents, from the superintendent of documents, Washington, D. C.

The modest title belies the immense amount of information and critical analysis contained between the covers of this handbook written by the "dean of American housers." In thirteen chapters, Dr. Wood offers a condensed encyclopedia on the housing situation. Throughout, the author directs her discussion to sixteen "popular fallacies" which she "exposes," beginning with the common belief that bad housing is a problem only in big cities and ending with the misconception that it is economically unsound for a working man to live in a house built by workers earning higher wages than himself.

HOUSING AND WELFARE OFFICIALS CONFER: A SUMMARY OF DISCUSSION AT THE JOINT CONFERENCE OF HOUSING AND WELFARE OFFICIALS, CHICAGO, MAY 1939. From Public Administration Service, 1313 East 60 Street, Chicago, Ill. 19 pp. Price 25 cents.

Housing standards, rents, public housing, discussed in terms not of statistics, but of human values. Also the challenge of special groups, such as the single homeless man, the farmer in depressed rural communities.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

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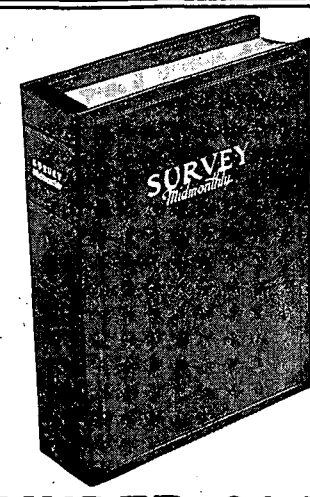

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